

PLAN COMMISSION RESOLUTION 2005-____
ADOPTING AND RECOMMENDING THE COMPREHENSIVE PLAN
FOR THE CITY OF BARABOO IN SAUK COUNTY, WISCONSIN

WHEREAS, Section 66.1001(4), Wisconsin Statutes, establishes the required procedure for a local government to adopt a comprehensive plan, and section 66.1001(2) identifies the required elements of a comprehensive plan; and

WHEREAS, The City of Baraboo Plan Commission has the authority to recommend that the Common Council adopt a “comprehensive plan” under section 66.1001(4)(b); and

WHEREAS, The City has prepared the attached document, titled *CITY OF BARABOO COMPREHENSIVE PLAN*, containing all maps and other descriptive materials, to be the comprehensive plan for the City under section 66.1001, Wisconsin Statutes; and

NOW, THEREFORE, BE IT RESOLVED that the Plan Commission of the City of Baraboo hereby adopts the attached *Comprehensive Plan* as the City’s comprehensive plan under section 66.1001(4), Wisconsin Statutes; and

BE IT FURTHER RESOLVED that the Secretary of the Plan Commission certifies a copy of the attached Comprehensive Plan to the Common Council; and

BE IT FINALLY RESOLVED that the Plan Commission hereby recommends that, following a public hearing, the Common Council adopt an ordinance to constitute official City approval of the *CITY OF BARABOO COMPREHENSIVE PLAN* as the City’s comprehensive plan under section 66.1001, Wisconsin Statutes.

Adopted this 21st day of June, 2005.

Patrick Liston, Plan Commission Chair

Attest:

Kris Jackson, Plan Commission Secretary

ORDINANCE NO. 2005-____
AN ORDINANCE TO ADOPT THE COMPREHENSIVE PLAN
OF THE CITY OF BARABOO, WISCONSIN.

The Common Council of the City of Baraboo, Wisconsin, does ordain as follows:

SECTION 1. Pursuant to sections 60.22(3) and 62.23(2) and (3) of Wisconsin Statutes, the City of Baraboo is authorized to prepare and adopt a comprehensive plan as defined in sections 66.1001(1)(a) and 66.1001(2) of Wisconsin Statutes.

SECTION 2. The Common Council of the City of Baraboo has adopted and followed written procedures designed to foster public participation in every stage of the preparation of a comprehensive plan as required by section 66.1001(4)(a) of Wisconsin Statutes.

SECTION 3. The Plan Commission of the City of Baraboo, by a majority vote of the entire Commission recorded in its official minutes, has adopted a resolution recommending to the Common Council the adoption of the document entitled *CITY OF BARABOO COMPREHENSIVE PLAN*, containing all of the elements specified in section 66.1001(2) of the Wisconsin Statutes.

SECTION 4. The City of Baraboo has held at least one public hearing on this ordinance, in compliance with the requirements of section 66.1001(4)(d) of Wisconsin Statutes, and provided numerous other opportunities for public involvement per its adopted public participation strategy and procedures.

SECTION 5: The Common Council of the City of Baraboo, Wisconsin, does, by enactment of this ordinance, formally adopt the document entitled, *CITY OF BARABOO COMPREHENSIVE PLAN*, pursuant to section 66.1001(4)(c) of Wisconsin Statutes.

SECTION 6: This ordinance shall take effect upon passage by a majority vote of the members-elect of the Common Council and publication/posting as required by law.

Adopted this 12th day of July, 2005.

Patrick Liston, Mayor

Attest:

Cheryl M. Giese, City Clerk

Published/Posted on: _____, 2005

ACKNOWLEDGEMENTS

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Mayor Patrick Liston	Jerry McCammond
William Bowden	Sean McNevin
Michael Cone	Brett Topham
Olaf Kivioja	Phil Wedekind
Betty Marquardt	Russell Will

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CHAPTER ONE: INTRODUCTION

CHAPTER ONE: INTRODUCTION

First settled in 1838 as a trading center for the lumber industry along the Baraboo River, Baraboo became the Sauk County Seat in 1846. The City formally incorporated in 1882. Downtown Baraboo includes an historic square, the Sauk County Courthouse, the refurbished A.L. Ringling Theater, and a variety of thriving service and retail establishments. The Baraboo area is known for its circus history now focused at Circus World Museum, which is located on the original winter quarters for the Ringling Brothers Circus on the Baraboo River. Additionally, the Great Circus Parade has returned to the City after many years.

A. Purpose of This Plan

The *City of Baraboo Comprehensive Plan* is intended to update and replace the City's most recent Master Plan prepared in 1992. This updated *Plan* will allow the City to guide short-range and long-range growth, development, and preservation. The purposes of the *Comprehensive Plan* are to:

- Identify areas appropriate for development and preservation over the next 20 years;
- Recommend types of land use for specific areas in the City by involving City residents in preparing their own *Comprehensive Plan*;
- Identify needed transportation and community facilities to serve future land uses;
- Direct private housing and commercial investment in the City; and
- Provide detailed strategies to implement Plan recommendations.

This *Plan* was prepared under Wisconsin's "Smart Growth" legislation contained in §66.1001, Wisconsin Statutes. This legislation requires that a comprehensive plan include the following nine elements: 1.) **Intergovernmental Cooperation**, 2.) **Issues and Opportunities**, 3.) **Agricultural, Natural and Cultural Resources**, 4.) **Land Use**, 5.) **Transportation**, 6.) **Utilities and Community Facilities**, 7.) **Housing and Neighborhood Development**, 8.) **Economic Development**, and 9.) **Implementation**. This legislation also describes how a comprehensive plan must be prepared and adopted (see sidebar). Zoning and subdivision decisions undertaken by the City after 2010 that affects land use will have to be consistent with this *Plan*, or later amendments.

This *Plan* is organized in nine chapters containing all of the required elements listed above. Each chapter begins with background information, followed by the City's goals, objectives and policies related to that element, and ends with detailed recommendations. The final chapter (**Implementation**) provides an "action plan" of recommendations, strategies, and timelines to ensure the implementation of this *Plan*.

Plan Adoption Process

Preparation of a comprehensive plan is authorized under § 66.1001, Wisconsin Statutes. Before adoption, a Plan must go through a formal public hearing and review process. The Plan Commission adopts by resolution a public hearing draft of the Plan and recommends that the Common Council enact an ordinance adopting the Plan as the City's official *Comprehensive Plan*.

Following Plan Commission approval, the Common Council holds a public hearing to discuss the proposed ordinance adopting the *Plan*. Copies of the public hearing draft of the *Plan* are forwarded to a list of local and state governments for review. A Class 1 notice must precede the public hearing at least 30 days before the hearing. The notice must include a summary of the Plan and information concerning where the entire document may be inspected or obtained. The Council may then adopt the ordinance approving the Plan as the City's official *Comprehensive Plan*.

This formal, well-publicized process facilitates broad support of plan goals and recommendations. Consideration by both the Plan Commission and Common Council assures that both bodies understand and endorse the plan's recommendations.

B. Plan Development Process

The State's Smart Growth legislation describes how a comprehensive plan must be developed and adopted (see sidebar on previous page). After 2010, only those plans that contain the nine required elements and were adopted under the prescribed procedures will have legal standing. Any program or action undertaken by the City after 2010 that affects land use will have to be consistent with this *Plan*. These programs or actions include zoning and subdivision ordinances and official mapping.

In addition to providing sound public policy guidance, a comprehensive plan should also incorporate an inclusive public participation process to ensure that its recommendations reflect a broadly supported future vision. An extensive process of citizen review and approval was critical to the planning process. This includes not only formal requirements outlined in §66.1001, but also more informal mechanisms such as public workshops and meetings.

At the outset of this planning process, the Common Council adopted by resolution on January 13, 2004, its public participation plan to ensure that this Plan accurately reflects the vision, goals, and values of its residents. This public participation plan reflects the dedicated commitment of Baraboo's Comprehensive Plan Steering Committee, Common Council, Plan Commission, and City staff, and on-going input from local citizens, community and special interest groups, and representatives from neighboring jurisdictions. Due to this extensive public participation process, the recommendations of this Plan are generally consistent with other adopted local and regional plans, long-standing state and regional policies, and sound planning practices.

C. General Regional Context

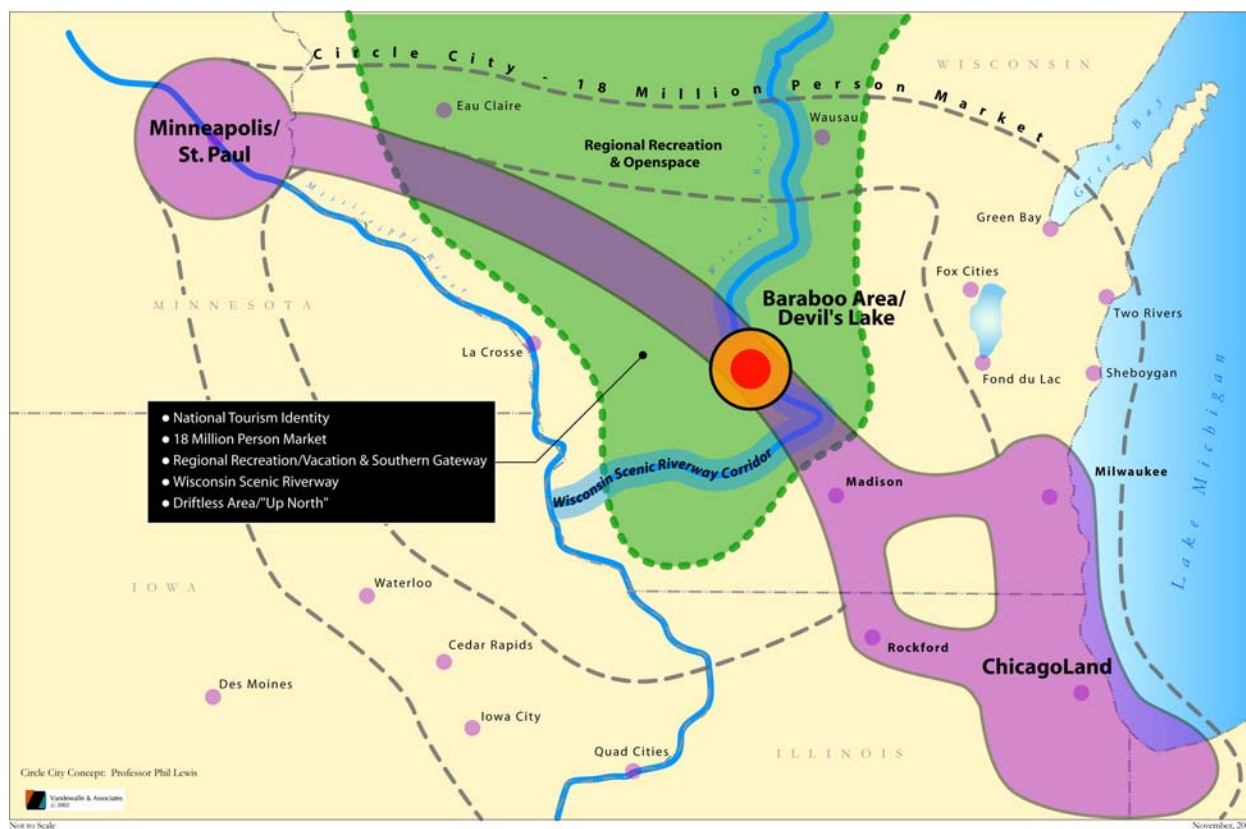
Figure 1 shows the relationship of the City of Baraboo/Devil's Lake to the region. The City—the county seat—is located in central part of Sauk County, less than a half a mile from Devil's Lake State Park and within 15 miles of the neighboring communities of Sauk City, Reedsburg, and Lake Delton/Wisconsin Dells. The City is within an urban constellation that incorporates portions of five states and three of the Midwest's major urban centers—Chicago, Minneapolis/St. Paul and Milwaukee. Over 18 million people reside in this constellation, within a four-hour drive from the City of Baraboo. The natural resources located at the center of this area include: scenic rivers, ancient mountain ranges, unique topography, and rich agriculture—make up an outstanding regional recreation and open space system that serves those 18 million residents.

D. Selection of the Planning Area

The Planning Area for this Plan has been selected as to generally include all lands in which the City has both a short-term and long-term interest in planning and development activity. The Planning Area includes all lands currently within the City of Baraboo, those lands identified in the City's Urban Service Area (USA), and unincorporated areas within its 3-mile extraterritorial jurisdiction (ETJ). This is illustrated in Map 1. Baraboo declared itself a Class III city and extended its ETJ boundary on November 1, 2004.

Within the ETJ, state statutes enable the City to plan, review subdivisions, enact extraterritorial zoning, and implement an official map. This Plan covers a planning period of approximately 20 to 25 years. Within that time period, it is anticipated that much of the land within the City's ETJ will remain outside the corporate limits (i.e., not be annexed). Wisconsin statutes state that annexation generally lies in the hands of the property owner, and not the City. In short, the property owner decides if annexation is appropriate and must petition the City for this to occur. Similarly, the City has an interest in assuring that development activity within the entire ETJ area does not negatively affect the capacity for logical urban growth within and beyond the planning period.

Figure 1: Regional Position



Map 1: Baraboo Area Jurisdictional Map

CHAPTER TWO: ISSUES & OPPORTUNITIES

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This chapter of the *Plan* contains pertinent demographic trends and background information for the City. This information provides a comprehensive understanding of the changes taking place in the City of Baraboo. As required under §66.1001, Wisconsin Statutes, this chapter includes population, household, employment, age distribution, education and income characteristics and forecasts. It also includes a section on overall goals, objectives, policies and programs to guide the future preservation and development in the City over the 20-year planning period. Data used in this chapter is from the 2000 U.S. Census of Population and Housing.

A. Population Trends and Forecasts

The City has experienced a large growth in population during the 1990s. The City has experienced steady, moderate growth since the 1970s, with a population increase of 35 percent between 1970 and 2000. According to the 2000 U.S. Census, the City grew from 9,203 residents in 1990 to 10,711 residents in 2000, which represents a 16.4 percent increase (see Table 1). Between 1990 and 2000, the City of Baraboo grew at a slower *rate* than either its surrounding communities or Sauk County, but added a larger *number* of new residents than any one of the surrounding municipalities, and the City's 1,508 new residents accounted for 18 percent of the total population increase in Sauk County during the 1990s.

Table 1: Baraboo Area Population Trends

	1970	1980	1990	2000	Population Change*	Percent Change*
City of Baraboo	7,931	8,081	9,203	10,711	1,508	+16.4%
City of Portage	-	7,896	8,640	9,728	1,088	+12.6%
City of Reedsburg	-	5,038	5,834	7,827	1,993	+34.2%
Village of West Baraboo	563	846	1,021	1,248	227	+22.2%
Town of Baraboo	1,158	1,545	1,503	1,828	325	+21.6%
Town of Fairfield	658	819	826	1,023	197	+23.8%
Town of Greenfield	741	719	758	911	153	+20.1%
Sauk County	39,057	43,469	46,975	55,225	8,250	+17.6%
Wisconsin	4,417,821	4,705,767	4,891,769	5,363,675	+471,906	+9.6%

Sources: U.S. Census of Pop. and Housing, 1970, 1980, 1990, 2000

*1990 to 2000 population

Recognizing the inherent difficulties in predict future population growth particularly for individual municipalities is important to the planning process. Actual future population will depend on market conditions, attitudes toward growth, and development regulations. Figure 2 shows the official Wisconsin Department of Administration population forecast, three alternative forecasts for the future City population increase using three different assumptions, and the population forecast for the recently adopted City of Baraboo Sewer Service Area Plan. Table 2 shows these future populations at five-year intervals to the year 2025. The lowest forecast is from the Wisconsin Department of Administration, which is typical. The DOA forecasting methodology underestimates higher growth areas so declining populations in other communities do not appear severe. The median population forecast is obtained by assuming that the City will add the same number of residents over the next 20 years as it has over the last 20 years (2,630 residents added between 1980 and 2000, or 131 residents every year). Using this first method, the City's population in 2025 would be 14,001. The higher population increase is obtained by assuming that the City will add residents at the same rate as it has in

the past 20 years (32 percent increase between 1980 and 2000, or 1.6 percent every year). This results in a year 2025 population forecast of 15,848. The City of Baraboo has grown by the same rate over the past 10 years as it has over the past 20 years. This is not common for communities facing significant growth pressures as Baraboo has. Table 2 delineates the specific 5-year forecasts illustrated in Figure 2.

Figure 2: City of Baraboo Population Forecast Comparison

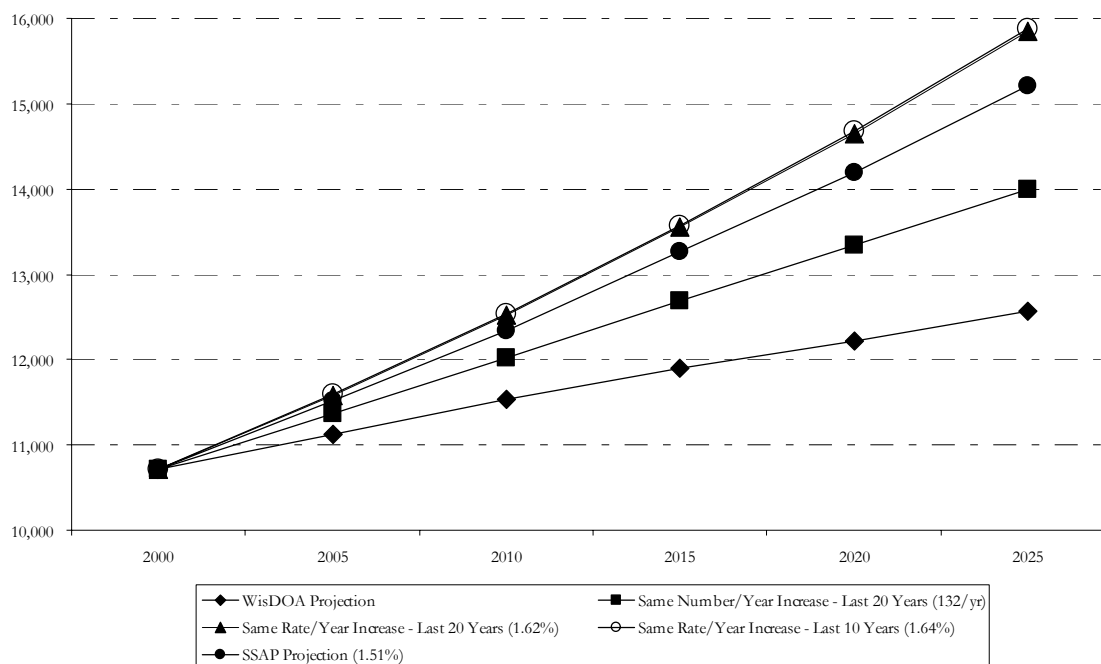


Table 2: City of Baraboo Population Forecasts

Projection	2000	2005	2010	2015	2020	2025
WI DOA forecast	10,711	11,128	11,536	11,905	12,224	12,562
Same <i>number</i> increase per year as over last 20 years (131)	10,711	11,369	12,027	12,685	13,343	14,001
Same <i>rate</i> of increase per year as over last 20 years (1.62%)	10,711	11,584	12,528	13,549	14,653	15,848
Same <i>rate</i> of increase per year as over last 10 years (1.64%)	10,711	11,589	12,540	13,568	14,680	15,884
Sewer Service Area Plan (1.51%)	10,711	11,522	12,332	13,265	14,199	15,214

Source: Vandewalle & Associates, Wisconsin Department of Administration

As will be demonstrated in the chapters that follow, this *Plan* provides sufficient opportunities to accommodate varying degrees of growth.

B. Demographic Trends

1. Age and Gender Distribution

Table 3 compares the age and gender distribution of the City of Baraboo's population in 2000 to surrounding communities, the County, and the State. General trends in age distribution are an important factor when considering the future demand for housing, schools, park and recreational facilities and the provision of social services.

In 2000, the City's median age was lower than that of the Towns of Baraboo, Fairfield and Greenfield, and also lower than either the Sauk County or the State. The City's median age was slightly higher than the Village of West Baraboo. The percentage of the City's population aged 18 and under was comparable to the State, but lower than Sauk County or any of the neighboring communities. The percentage of the City's population that was aged 65 and older was higher than any of the neighboring communities, Sauk County or the State.

Following nationwide trends, the average age of Baraboo's population has grown older in the past twenty years. In 2000, the City of Baraboo had a median age of 35.8, compared to 31.8 in 1990, and 27.7 in 1980. With prolonged life expectancy and a trend toward declining birth rates, the median age will likely continue to rise over the planning period. Additionally, the City is home to a number of senior/retirement housing developments. This suggests the need to consider different types of housing, transportation options, and other services in the City over the planning period.

Table 3: Baraboo Area Age and Gender Statistics, 2000

	Median Age	Under Age 18	Over Age 65	Female
City of Baraboo	38.5	25.0%	15.7%	51.8%
Village of West Baraboo	34.3	29.2%	11.7%	50.1%
Town of Baraboo	38.7	27.1%	10.3%	51.0%
Town of Fairfield	39.1	26.4%	11.0%	48.2%
Town of Greenfield	38.4	26.3%	10.5%	50.3%
Sauk County	37.3	26.0%	14.5%	50.6%
State of Wisconsin	36.0	25.5%	13.1%	50.6%

Source U.S. Census of Population and Housing, 2000

2. Educational Attainment

As illustrated in Table 4, over four-fifths of the City's population age 25 and older had attained a high school level education. And approximately one-fifth had attained a college level degree (bachelor's degree or higher). These rates are much higher than many of the surrounding communities, Sauk County, or the State. This may be attributed to the presence of the University of Wisconsin-Baraboo campus and the fact that the City is the county seat for Sauk County. Both factors can result in a higher proportion of professionals living in the City.

Table 4: Baraboo Area Education Attainment

	High School Graduates	Bachelor's Degree or Higher
City of Baraboo	83.0%	20.8%
Village of West Baraboo	31.7%	18.8%
Town of Baraboo	28.5%	25.0%
Town of Fairfield	35.7%	21.8%
Town of Greenfield	38.8%	20.8%
Sauk County	37.8%	17.6%
State of Wisconsin	85.1%	22.4%

Source: U.S. Census of Population and Housing, 2000

3. Income Data

Income data for the City is available from several sources. According to 2000 census data, the median household income in the City of Baraboo in 1999 was \$38,375. The per-capita income was \$19,304. Table 5 compares the Census 2000 figures for median household and per-capita incomes for the City and surrounding communities.

Table 5: Baraboo Area Employment Characteristics

	Median HH Income	Per Capita Income	Percent in Labor Force	Percent Unemployed
City of Baraboo	\$38,375	\$19,304	76.7	1.5
Village of West Baraboo	\$41,618	\$18,283	77.5	2.7
Town of Baraboo	\$48,419	\$22,979	70.6	2.1
Town of Fairfield	\$50,625	\$22,155	73.9	2.8
Town of Greenfield	\$49,659	\$20,927	81.6	2.9
Sauk County	\$41,941	\$19,695	71.6	3.0
State of Wisconsin	\$43,791	\$21,271	69.1	3.2

Source: U.S. Census of Population and Housing, 2000

Income data is also available from the Wisconsin Department of Revenue. Based on income tax returns filed between July 1, 2002 and June 30, 2003, the adjusted average gross income per tax return for Baraboo residents was \$40,746. By comparison, the adjusted gross income per tax return for all residents in Sauk County was \$35,689; for residents in the Village of West Baraboo \$36,671 and the Towns of Baraboo \$32,379; Fairfield \$40,611 and Greenfield \$44,139. This data includes only income subject to tax and income of persons filing tax returns; it does not include non-taxable income and income of persons not filing returns. It does not directly reflect household incomes because tax returns do not necessarily correspond with households.

4. Household Characteristics

Table 6 compares selected household characteristics in 2000 for the City of Baraboo with surrounding communities, Sauk County, and the State. The City's average household size was smaller than the surrounding communities, Sauk County and the State. The City's average household size has been declining over the past two decades. The number of persons per household was 2.33 in 2000. The average household size in 2000 in Sauk County was 2.51.

Table 6: Household Characteristic Comparisons

	Housing Units	Households	Ave. Size	Median Value	Median Rent
City of Baraboo	4,727	4,467	2.33	\$92,800	\$469
Village of West Baraboo	490	477	2.59	\$99,500	\$596
Town of Baraboo	751	685	2.66	\$156,300	\$480
Town of Fairfield	420	388	2.64	\$132,400	\$564
Town of Greenfield	384	351	2.60	\$132,400	\$471
Sauk County	24,297	21,644	2.51	\$107,500	\$508
State of Wisconsin	2,321,144	2,084,544	2.50	-	\$540

Source: U.S. Census of Population and Housing, 2000

According to the State Department of Administration, the average household size will continue to show a modest decline over the projection period. This is essentially caused by the changing age composition of the population in the coming years. Projected household sizes are forecast to be approximately 2.37 in 2005, 2.32 in 2010, 2.28 in 2015, 2.25 in 2020 and 2.23 in 2025. These projected household sizes will be used in forecasting housing demand over the next 20 years. Table 7 provides additional information regarding housing characteristics for the Baraboo area.

Table 7: Housing Characteristic Comparisons

	Single Person	Vacant	Owner Occupied	Single Family
City of Baraboo	32.1%	5.3%	63.7%	57.6%
Village of West Baraboo	25.2%	2.7%	61.8%	63.1%
Town of Baraboo	21.5%	8.8%	79.1%	79.9%
Town of Fairfield	18.8%	7.6%	84.0%	83.4%
Town of Greenfield	20.2%	8.6%	81.8%	93.5%
Sauk County	25.2%	10.9%	73.3%	70.2%
State of Wisconsin	26.8%	23.0%	5.6%	21.7%

Source: U.S. Census of Population and Housing, 2000

C. Labor Force and Employment Trends and Forecasts

A community's *labor force* is the portion of the population that is employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment. According to 2000 census data, 5,999 City residents aged 16 and older were included in the labor force.

The highest percentages of workers in the City are employed in professional and managerial occupations, or sales and office occupations. The percentage of the City's labor force employed by sector in 2000 is shown in Table 8. Table 9 shows the employment by industry. Nearly 20 percent of the labor force is employed in the Manufacturing sector, and another nineteen percent in the Health, Education and Social Services Sector. This reflects the presence of major manufacturing firms in the City, and also St. Clair Hospital, the UW-Baraboo and the City's eight schools including both a middle school and high school.

Baraboo possesses a strong, growing economy. As the largest community in Sauk County, the City is a focal point for a diverse range of employers because of its highly educated workforce and urban amenities. Baraboo

boo's location has helped the community attract new and retain existing businesses. The City has a diverse commercial/industrial base and it is home to a wide variety of businesses. According to the 1997 Economic Census, the largest industry located in the City was manufacturing, with 28 establishments employing 2,021 workers. The next largest industry was retail trade with 76 establishments employing 663 workers.

Table 8: Occupation and Labor Force

Occupational Group	Labor Force
Management, professional, and related occupations	26.2%
Sales and office occupations	23.8%
Service occupations	22.9%
Production, transportation, and material moving occupations	16.5%
Construction, extraction and maintenance occupations	10.3%
Farming, fishing, and forestry occupations	0.4%

Source: U.S. Census, 2000

Table 9: Industry and Labor Force

Industrial Group	Labor Force
Manufacturing	19.8%
Educational, health and social services	18.7%
Arts, entertainment, recreation, accommodation and food services	14.9%
Retail trade	13.5%
Public administration	5.3%
Construction	4.7%
Professional, scientific, management, administrative, waste management services	4.5%
Finance, insurance, real estate, and rental and leasing	4.3%
Wholesale Trade	4.2%
Transportation and warehousing, and utilities	3.6%
Other services	3.2%
Information	2.3%
Agriculture, forestry, fishing and hunting, and mining	1.2%

Source: U.S. Census, 2000

In comparison to the City of Baraboo, Sauk County's labor force in 2002 consisted of 36,369 persons who were 16 years of age or older. Of this labor force, 34,772 persons were employed and 1,597 were unemployed, for an unemployment rate of 4.4 percent. The retail trade and leisure and hospitality sectors were the dominant industries in the county.

Employment growth forecasts have been provided for Sauk County. Woods & Poole Economics, Inc., a regional economic and demographic analysis firm, projects total employment in Sauk County growing at an annual rate of 5.57 percent from 1996 to 2020. The services and retail sectors are expected to have the highest annual growth rate during this period. Total employment in Sauk County is projected to increase 37 percent over the next 20 years, from approximately 41,810 workers in 2000 to 57,380 workers in 2020. Jobs in the service sector are projected to experience the highest growth during this time period, while the percentage of farming jobs will decrease.

D. Key Planning Issues and Opportunities

To guide the planning process, the City Comprehensive Plan Committee directed a number of efforts to ensure that this Comprehensive Plan is based on a vision shared by Baraboo residents. The results of these are summarized below.

1. Vision Setting Workshops

The City held two Vision Workshops in May 2004. The purpose of these workshops was to identify a shared future vision for the City, and develop strategies for achieving that vision. The residents attending these workshops also attempted to identify Baraboo's opportunities and challenges for future growth and development. Participants were asked to express their opinions about what they value most about Baraboo, what they see as emerging trends in the area, and their hopes and dreams for the community's future. Some common responses included:



Vision workshop participants shared their hopes and dreams

- **Baraboo's Values:** Unique natural setting and outdoor recreational opportunities, great schools (K-"Boo U"), historic downtown and neighborhoods, small town atmosphere and quality of life, quality community facilities and services, Circus World Museum, Baraboo River, Devil's Lake, quality health care services, diversity of industrial bases, proximity to metropolitan areas yet not too close, full-service community, sense of heritage, the residents and great civic pride.
- **Trends Facing Baraboo:** Apparent loss of local businesses, development pressure and resulting sprawl, constrained and deteriorating transportation network, escalating property taxes and costs of services, no defined growth strategy, lack of coordinated planning between city, school district, and surrounding towns, not enough youth activities, and lopsided commercial growth on the west side of the community while the east side is ignored, infill development potential, and lack of public involvement in community decision making.
- **Hopes and Dreams for Baraboo:** Redevelop the Water Street/riverfront area to provide a connection from downtown to Circus World, preserve small town atmosphere while encouraging orderly growth, preserve and promote the historic downtown square, enhance community entryways, tourism, encourage greater public involvement in community planning, expand recreational opportunities including development of the Ice Age Trail, nurture small business, and preserve and enhance the surrounding natural environment.

Through discussion and consensus on the issues summarized above, small groups were asked to establish community planning goals, or vision elements, meant to guide the City's comprehensive planning process. The following vision statements were identified and supported at the workshop:

- ***"Establish a growth strategy that maintains, preserves, & enhances the beauty of our natural environment."*** Strategies for achieving this vision statement included: focusing on infill development, redevelopment, and rehabilitation of areas before annexation; developing the Baraboo Riverwalk to link to the Ice Age Trail and to Devil's Lake; developing Water Street based trail link between the river and downtown; limit growth along natural corridors; limit mining/extraction with the City's ETJ, consider overlay zoning to protect natural areas, and locate new active recreation areas next to natural areas.

- ***“Maintain Baraboo’s small town atmosphere & quality of life through planned, controlled growth.”*** Strategies for achieving this vision statement include: Providing incentives for businesses that will serve local consumers to locate downtown rather than on the outskirts; encouraging smaller residential lots; continue to promote and support unique events that feature/promote our assets (i.e., Circus Parade, riverwalk); maintain cleanliness within the city and enforce personal responsibility; provide incentives to enhance beauty at entrances to city; develop incentives for downtown businesses to restore building façades; develop plans that encourage neighborhoods with parks, trees, and sidewalks and safe & adequate connections of these neighborhoods to the City’s amenities; plan growth so that it does not affect or deter from the natural beauty; maintain the courthouse square as a social center for the community; provide/promote incentives for people to purchase and renovate houses within certain proximity to downtown; limit and/or specifically designate locations of big box stores; and actively recruit high quality/paying employers to come to the area.
- ***“Create unique retail opportunities in the downtown, river, and South Blvd areas.”*** Strategies for achieving this vision statement include: Enhancing sidewalk, riverwalk, pedestrian access to businesses; streetscape enhancements to beautify areas as opportunities arise; create cultural downtown riverfront circus district and provide linkages; relocate “incompatible” uses along river (i.e., Onyx); encourage revitalization of historic architecture; improve gateway signage to downtown/river/circus area; improve/revitalize downtown area residences and apartments; combine marketing efforts to promote tourism and business development; encourage trail linkages between Devil’s Lake, Ice Age Trail, bike trails to Baraboo; and provide City run trolley in downtown, South Blvd, Water Street, Circus area on a regular schedule.
- ***“Maintain Baraboo’s high educational standards.”*** Strategies for achieving this vision statement include: Utilizing the fact that Baraboo has a great school district and the presence of a UW campus; maintain high-quality public library; enhance non-school cultural activities; raise stature and appreciation of academic achievement; recruit innovative, creative teachers; encourage out/in reach with community members; better communication between school and community; work to protect and maintain the school district’s excellence; and carefully manage future school district expansion.
- ***“Promote economic development that attracts & retains fulfilling jobs that pay a family sustaining wage.”*** Strategies for achieving this vision statement include: Ensuring that there is available land for development; offer educational opportunities to employers that are already in Baraboo (offer on site if possible); identify sources of venture capital for new and existing industry/business; determine what businesses and industries will create the jobs; foster business friendly policies including local government; assure reliable infrastructure (housing, power, water, communication, transportation); and educate students and prepare them for the business world.
- ***“Encourage public participation in community decision making.”*** Strategies include: Developing programs, specifically during tourist season that give people a feel for what Baraboo really is (as opposed to the “tourist view”); get young people involved and help them stay involved after schooling; involve community members that have the ability to work outside the box; gain participation from people that recognize change can be good; if and when it’s managed properly; encourage educational discussions through lectures, book clubs, etc.; and develop a means of drawing out community members to participate.

2. Key Planning Issues Exercise

The City of Baraboo Steering Committee met on August 26, 2004 to discuss key planning issues and their role in the existing conditions and future growth of the City. The following is a summary of the issues and strategies to address the issue.

Community Character

- City should maintain and improve the appearance of the entrances to the community; along US 12 and STH 33.
- The historic character of the downtown and surrounding area should be emphasized.
- Architectural review should be used to encourage enhancement of current buildings and new buildings that blend with historic character.
- Approve new development that forwards public objectives, not just to gain tax base.
- Build on Baraboo's current reputation as a great place to live.

Land Use

- Ensure that the City of Baraboo remains defined by its distinct edges and natural features.
- Promote infill development, redevelopment, and rehabilitation of residential, commercial, and industrial land uses as an alternative to growth and development through annexation.
- Encourage mixed-use development, such as neighborhood offices in homes, and living and commercial areas intertwined in development.
- Ensure that zoning and building ordinances are promoting new buildings that are of high quality, and that blend with the character of existing development.
- Ensure that downtown buildings are kept up; use downtown plan for guidance.

Pace of Development

- Current pace of development (moderate) is manageable and should continue.
- Carefully manage the pace of development to the east/northeast part of the City, and ensure growth is not rampant between the existing US 12 and the proposed Bypass.

Housing

- The City should explore new ways of ensuring a mix of housing types and affordability levels, especially to meet the demands for first-time homebuyers and seniors.

Economic Development

- City should strive to maintain a high quality of life and keep the cost of living down.
- City needs to provide lands for future expansion of existing businesses and industry.

Transportation

- Roadways are in a terrible state of disrepair. City needs to further efforts to improve infrastructure and better communicate with the public regarding projects.
- Traffic is a problem, particularly downtown and through the City (STH 33). Need to provide additional east/west collectors at the north and south sides of the City. This may include expanded use of Man Mound Road and extending Mine Road.
- The City need to provide additional parking opportunities downtown.

Environment

- Preserve/protect the area's abundant natural resources.
- Continue enhancement of the Baraboo River and adjacent corridor.
- Continue to address stormwater issues.
- Extend park system to serve developing areas; provide connection to the Ice Age Trail.
- Work to clean up environmentally contaminated sites within the City.

Intergovernmental Issues

- Consider installing a School Board member on Plan Commission.

- Look into agreements with the Village of West Baraboo and the Towns of Baraboo, Greenfield, Fairfield, and Delton to aid in developing land logically and avoiding political pitfalls.

Community Facilities and Services

- Consider an expansion to the library. The library is a historical structure and every effort should be made to retain the original structure. Options include sharing parking with the County across the street and construct an expansion to the north, or acquiring the office building to the east to accommodate the new addition.
- Consider constructing an emergency services building specifically constructed to meet the current and 50-year needs of the Police and Fire Departments. Investigate the need for a satellite Police and/or Fire facility on the east or west sides of the City where new development is occurring.

3. Focus Groups

Focus group discussions were held in September 2004 to provide more detailed consideration to some of the key visions and strategies identified in the vision setting workshop. The focus groups included business owners and economic development interests; neighborhood organizations and historic preservation interests; local developers and builders; and a group interested in park, open space, and recreation issues. The main recommendations from each of these groups are summarized below:

- **Downtown Business and Economic Development:** The downtown business proprietors overwhelmingly indicated that parking availability is their primary concern. Businesses would like to see a greater effort made by the City—especially to complement the efforts by the Downtown Business Improvement District—to help address this concern; suggestions include additional surface lots adjacent to downtown or a parking structure. Also, businesses stated the health of the downtown is a concern, and a greater effort by local residents to patronize the shops and restaurants is necessary. Further, the City must better embrace the downtowns businesses by encourage/facilitating additional events on the “square.” Businesses are not really concerned with the “big box” development on U.S. 12 as they both offer different products and services; though some downtown businesses have failed as a result of the new retailers. There was also a strong consensus that some development activity must occur along Water Street from the “square” to Circus World. Moreover, it was felt that the City must spearhead redevelopment efforts to illustrate interest and commitment to the area. A convention center/hotel along a riverwalk was strongly desired for the area.
- **Local Realtors, Local Developers, and Affordable Housing Interests:** There is increasing demand for new homes along the north and east edges of the city. These developments are typically oriented toward second and third home buyers. It is believed that the City has the perception that smaller lots sizes and narrower streets are “bad,” and this does not encourage the emerging demand for traditional neighborhood developments. Existing homes near the center of the city are viewed as “affordable,” but this is typically because they are “fixer-uppers” in nature. This group noted that there is a massive demand for single-family homes that start at less than \$100,000; the lack of availability is why the condo market sells very well. The development community has expressed the need for the City to lead redevelopment efforts along Water Street. This group stated there is a great desire to develop residences and offices along the river corridor, but the uncertainty of the area’s future has caused hesitation for private investment. A City-sponsored redevelopment plan and public investment will undoubtedly provide assurances and security to investors that improvement of the area is a community priority. Local developer did indicate that working with City staff has been productive and that development process is functioning well. The development community is looking for this *Plan* to identify: lands where redevelopment should occur, areas where annexation is encouraged, and the need for an official map with street hierarchy.
- **Environmental Interests:** Environmental issues—which includes recreation opportunities, ecological feature preservation, and resource enhancement—are viewed as critical amenities that must be at

the forefront of the City's decision-making. The area's natural resource amenities distinguish Baraboo from the surrounding communities and the need to preserve and enhance these features is paramount to ensuring community identity, especially in the face of the considerable growth and development the area is experiencing. This focus group felt that stormwater management measures are a primary concern and that the City has done a good job studying the issue. However, the City could be more proactive in implementation of management measures. A greater number of regional basins were recommended. Also, the use of bufferyards and rain gardens by residences and businesses is encouraged. The role of the river in the community needs to be increased, especially with the recent removal of various obstructions such as dams and emplacements. Canoeing and fishing—especially fly-fishing—have become increasingly popular activities. The City needs to continue working with the WisDNR to further the use of the river. Also, the City needs to implement the Baraboo Rapids Strategic Plan commissioned by the Citizens for Waterfront Revitalization. This includes the development of a riverwalk to connect the Ice Age Trail from Devil's Lake State Park through the city to the university.

- **Schools, Church & Religious Groups, and Groups Representing Elderly & Youth Interests:** The elderly indicated that their interests were generally well represented by the City, and that the Civic Center has been integral to this. They did question whether the Civic Center could serve a greater role in the community, such as use as a homeless shelter or health center. The need for a nutrition center was identified and greater transportation opportunities to assist the elderly that wish to remain in their homes as they age. The Civic Center also serves the youth in the community as the home of the Boys & Girls Club. However, with 560 kids enrolled, the Club is beginning to outgrow the facility, or at least the space allotted to them. The churches have expressed the desire to take on a greater role as the social center for neighborhoods, and provide additional after school programming for both youth and adults. The school district serves over 3,000 children, and with the community growing, there is the need for add facilities and facility enhancements. School representatives also cited a growing language barrier between students and teachers. The City should promote more lower-cost housing developments that would attract younger families with children, which will help maintain the district's enrollment base; developments with only expensive homes do not generate enough kids to sustain enrollment. The City and School District has had a roller-coaster type relationship over the years; a more formal arrangement might be good to make sure both groups know what the other is doing (e.g., quarterly reports to each other's board or council).
- **Historic Preservation Interests:** The historical importance of Baraboo rivals the area's environmental features as the most valued or identifiable aspects of the community. The historical society is well established and has undertaken a number of projects, however, only a few projects generate the attention of the City. A citywide historical homes tour is conducted every other year that attracts over 600 participants. The historic residential districts are threatened by some properties not maintaining their property (i.e. homes needing repair or paint), homes being divided into rental units, and some units being owned by absentee landowners. While the attention that the theater attracts is important to the history of the community, some feel that the expense of the rehabilitation detracts from donations to fund other projects. The City and the Community Development Authority need to take increased roles in the preservation and promotion of the community's heritage. The City-led revitalization of the Water Street corridor to connect the Circus World Museum to the historical value of the river and to the downtown would be a significant first step.

4. Community Leader Interviews

The community leaders were chosen by the Steering Committee over the summer of 2004. The selected leaders were a diverse group that ranged from business leaders, environmentalists, administrators, long-time residents. All of the interviews were conducted on one day in September 2004, and the interview participants were assured anonymity and privacy. In this way, participants were comfortable to speak

freely about the community, the area, development practices and policies of the community, future directions, community opportunities, and community shortcomings.

A number of recurring themes arose from the interviews:

- **Water Street/Downtown Redevelopment:** There is a strong concern from the community leaders that the corridor will continue to be ignored, though many feel it is ripe for redevelopment. Again, the thought is the City must take the lead on these efforts to show that the corridor is a community priority. The downtown area needs greater attention from the City, especially unsightly businesses and operations that are not appropriate for the downtown.
- **Role of the City:** The interviews revealed the opinion that the City could communicate better with the business community. It is the feeling of many that communication only occurs when there are problems (typically a complaint for a resident), and that regular communication could help mitigate these issues (especially the feeling that the businesses are always the “bad guys”). Moreover, the business community would like to see greater consensus at the Council level regarding decision-making. It is believed that there is rarely a clear voice from the elected officials.
- **Economic Development:** There is a greater desire for quality development, rather than a quantity of development. Many feel that the City is “too accommodating,” and that the City should require/demand more from development. The City should not subsidize development. Moreover, the City must undertake greater follow-up and enforcement actions. There are thoughts that the City is not a conservative in spending as they have been in the past, and that the additional tax burden is being shouldered by business community. Concerns were expressed that the City is not looking ahead and providing areas for existing employers to grow. Many employers have begun looking to area communities, especially Reedsburg, for available land. And the City should make efforts to limit non-residential development in the surrounding townships.
- **Infrastructure:** There are significant concerns over the state of existing roadways. Many are in serious disrepair, and the City’s needs to undertake greater efforts to rectify this. A Capital Improvement Program should clearly spell out what projects are to occur when, and there may be the need to use outside contractors to complete the projects, rather than the Public Works Department. Also, better east/west collector roads are needed on the north and south sides of the City. Due to the amount of development activity the City has experienced, stormwater management is an issue. Many would like to see the development of regional ponds to combat the problem.
- **Role of the Baraboo-Dells Airport:** The City pays for 50-percent of the costs associated with the facility, but has undertaken little effort to preserve/promote its existence. The townships and county are gradually developing rural subdivisions around the airport, which will ultimately result in its demise due to a strong residential presence. The airport intends—as outlined in their facility plans—to increase its runway length to 5,000-feet within the next five years; enabling it to handle corporate jet traffic, and benefit economic development efforts in Baraboo, Lake Delton, and Wisconsin Dells.

5. Community Survey

In September 2004, a community survey was sent to all households (over 4,100) in the City of Baraboo, and made available to community businesses and employees, to gauge public sentiment on a variety of issues that will be addressed in the comprehensive planning process. The number of surveys returned was 559, a response rate of 13.5%, which is a fair return for a survey of this length (10 pages, 40 questions). Each survey also included questions requesting basic demographic data from the respondent:

- Nearly 98% of all responding households were residents of the community, and 87% owned their own home, while 13% rented their home or apartment. According to 2000 Census data, the City’s ratio of owners to renters is 64% owner-occupied to 36% renter-occupied.

- Of the respondents, 12% owned a business in Baraboo and over 40% were employed by businesses in the Baraboo.
- Only a quarter of the respondents were born in Baraboo, yet more than half (53%) of all respondents have resided in Baraboo for at least 20 years. Over a one-third of respondents have lived in Baraboo for more than five years, but less than 20 years.
- Over 90% of the respondents were over 30 years old, and nearly 60% were over 50 years old. (By comparison, the 2000 census reports that approximately 30% of the City's total population are under the age of 30, and 36% is over the age of 50). Fifteen percent of the respondents were older than 75.
- Less than one-quarter (23%) of the respondents had school aged (k – 12) children living at home.

In summary, the respondent population appears to be over-represented by residents who are older, own their home and have lived in the community longer than the overall population in Baraboo. The following is a summary of the survey results:

- ***Reason for Living in Baraboo:*** Respondents were asked to rank the three most important reasons for choosing to live in Baraboo. Baraboo's "small city atmosphere" was ranked highest with 20% of respondents listing this as one of their top three reasons. The second most popular choices (17%) were Baraboo's proximity to "relatives and friends," and "near job." "Good schools" (8%), "affordable house or lot" (6%), "self-contained, full-service city" (6%), and "close to Madison" (5%) were other common choices. These responses suggest that Baraboo is a community generally focused around work, family, friends, schools, and community services—all contributing to the City's character and way of life.
- ***Community Vision:*** Some questions were designed to get the respondents to think about a future vision for Baraboo. One question asked respondents to give their desired future growth rate for Baraboo, which grew by 32 percent since 1980; a very moderate 1.5% per year. Very few respondents indicated a desire to see the City grow by this much over the next 20 years, preferring a slower growth rate. Nearly one-third (30%) of the respondents indicated a desired growth rate of 20 percent over the next two decades, which would result in a City population of about 13,000 residents by 2025. About 28% of the respondents desired a 10-percent growth rate (resulting in a population of 11,700 by 2025). About 15% indicated a zero percent growth rate (or "no growth" rate) over the next two decades. Overall, these results indicate a general desire for lower growth rates in Baraboo over the next two decades than what was experienced during the 1980s and 1990s. When asked to select from five choices their top vision for Baraboo, the most commonly chosen was "a full-service City where all work, shopping, service, housing, health care, and educational needs can be met," and a "fairly diverse community with some commercial, job, and housing opportunities."
- ***Attractive and Unattractive Places:*** Respondents were given a chance to identify "the good, the bad, and the ugly" sites or features in Baraboo. When asked an open-ended question to identify a favorite place in the City, respondents offered various suggestions. However, common responses included the community's historic downtown and square, the Baraboo River area, the zoo/parks adjacent to the river, the river walk/bike and walking trails, the Theater and Circus World Museum, and the library. Respondents were then asked to identify any unattractive features in Baraboo—places that have a negative impression on visitors. Common responses included the commercial corridor along South Blvd., the Water St. corridor, and the general unsightliness in the City caused by low development standards for buildings, the poor screening of "backlot" operations, and presence of junk vehicles.
- ***Community Services and Facilities:*** Attitudes about community services and facilities were mainly positive. City residents were particularly satisfied with library services, fire protection, ambulance service, police protection, health care services, park facilities, recreation programs, drinking water quality, and the university. A few services received particularly poor ratings, including street maintenance (nearly 50% regarded as poor), brush and tree removal (20% poor), stormwater management (20%)

poor. Nearly half of the respondents had “no opinion” about the airport. Respondents were asked more specific questions regarding their attitudes on park and recreational facilities. When asked to rank the top five types of parks or facilities needed in the community, and there was a generally even response for the need for the following: natural areas (including nature trails, wildlife viewing, etc. focused on natural features), bicycle and pedestrian trails and routes, passive community parks more than 10 acres in size, and neighborhood parks (with ball fields, courts, etc.). Nearly 10% of the respondents felt that all of the community’s park and recreational needs are currently being met.

- **Housing:** When asked about the perceived availability of housing in Baraboo, many respondents felt there is a “good supply” of single family homes, duplexes, townhomes, and apartment units. However, half of the respondents stated that there were not enough “affordable” homes available in the community. About 20% felt there is a “fair supply” of housing in the downtown area, and “not enough” senior housing. Many respondents felt there is “not enough” owner-occupied affordable housing (38%) or renter-occupied affordable housing (34%) in Baraboo. When asked what the City’s housing mix should look like in the future, respondents indicated a general desire to maintain Baraboo’s primarily single-family residential character with some affordable housing opportunities. Still, there was some interest in including other types of housing, particularly elderly housing and townhouses/condominiums.
- **Location for New Housing:** Respondents were asked where in the region they would prefer building a new home if the opportunity presented itself. Nearly half (48%) of the respondents indicated that they would build in a rural town near Baraboo, while 40% indicated that they would build in the City. Common reasons for preferring to build in a rural area near the City included lower property taxes, larger residential lot sizes, more privacy and open space, and proximity to natural surroundings. When asked where in the City they would like to see future residential development, respondents overwhelmingly favored the northeast, followed by the southeast and northwest quadrants of the community.
- **Design of Residential Development:** Respondents were asked about their preferences on the future design and character of residential development in the community. Approximately one-quarter of the respondents indicated support for a variety of well arranged lot sizes in residential plats. Many respondents (20%) felt that the City’s current minimum lot size of 8,500 square feet is an appropriate size for future residential lots created in the community. About 22% felt that a slightly larger lot size of 9,600 square feet is appropriate. There is very little support for larger lot sizes ranging between 10,000 and 20,000 square feet. Another open-ended question asked respondents to indicate their preference for suburban-type neighborhoods with segregated land uses, or traditional-type neighborhoods with a blend or mix of land uses reminiscent of the older neighborhoods in Baraboo. Over 40% of respondents preferred traditional-type development; however, an equal percentage of respondents preferred a mix of suburban-type development and traditional-type development.
- **Economic Development:** Respondents were generally positive about Baraboo’s economy. Half of respondents considered the local economy as “stable.” However, another quarter of the respondents felt the local economy is “declining,” and more than half felt that there are not quality employment opportunities available in Baraboo that will allow them to maintain their expected quality of life. Moreover, respondents are fairly divided if there will be quality employment opportunities available in the next 5 to 10 years. Nearly a third (30%) rated the overall employment opportunities as “good,” while over 40% rated them as “fair.” Still, nearly 60% would recommend Baraboo to others as a place to work. Respondents believe that commercial, office, and industrial employment opportunities will be needed in the next ten years. Respondents believe the City could undertake measures to better promote/attract/retain employment opportunities.

Over half (55%) of the respondents indicated that the existing shopping opportunities and services in Baraboo are “overly concentrated” in one area of the community; though a quarter felt shopping opportunities are “well distributed.” Respondents were asked to rate various features of the downtown

area. The downtown's cleanliness, sidewalk system, overall design and layout, and street landscaping all received favorable ratings. Features getting comparably negative ratings included the availability of parking and some unsightly users in the district. Respondents were then asked to rate these same features for the U.S. Highway 12 commercial area on the west side of the community. This area's building design and layout, landscaping, availability of parking, and lighting all received favorable ratings; while the sidewalk system, street landscaping, and development intensity received negative ratings.

- ***Desired Types of New Commercial Development:*** When asked to indicate the types of new non-residential development most desired in the community, 25% of the respondents indicated additional neighborhood commercial and office uses (for example, convenience stores, bakeries, video stores, hardware stores, doctor's offices, etc.), 17% indicated community commercial uses such as a supermarket or auto dealer, 17% indicated industrial development, and 17% specialty stores.
- ***Location of New Commercial/Industrial Development:*** When asked where new commercial development is appropriate in Baraboo, the most commonly chosen quadrant was the southwest portion of the City, followed by the northeast and northwest quadrants. The least chosen quadrant was the southeast portion of the City, and nearly 10% responded that no new commercial development was needed. When asked where new industrial development is appropriate, the overwhelming response was the southwest quadrant of the community, followed by the southeast. Nearly one-fifth of respondents indicated that no new industrial development was needed.
- ***Transportation:*** When provided with open-ended questions regarding the state of the City's transportation network, the respondents were overwhelmingly vocal. There is a strong sentiment that the roadways in the City are a shambles with little optimism that this will change in the next decade. Some responses question the City's plan and commitment to the problem. Conversely, there was praise conveyed regarding the City's sidewalk system in the older sections of the community, but there needs to be greater attention to continuing sidewalks/recreation trails—serving bicycle and pedestrians—in developing areas.
- ***Ice Age Trail.*** Nearly 60% of respondents have indicated that they support City efforts to further the development and construction of the Ice Age Trail from Devil's Lake to the Circus World Museum, looping through the downtown square, and continuing along the Baraboo River to the Zoo/Ochsner Park, past UW-Baraboo campus, and out to the northwest. Only 12% of respondents did not support this initiative, and for 15% of the respondents, this was the first they had heard of the Ice Age Trail.
- ***Baraboo River Corridor/Water St. Redevelopment:*** Overall the existing river corridor is viewed by respondents with little regard. Many believe the area appears tired and neglected, specifically: the building conditions, streets and landscaping, cleanliness of the area, and diversity are in need of attention. Respondents would like to see the City could spearhead revitalization efforts. Many would like to see the City acquire additional park lands along the river, and develop a riverwalk connecting the Circus World Museum to Ochsner Park.

6. Visual Preference Survey

The Visual Preference Survey is commonly used in many communities referred to as “communities of choice.” These are communities in which people don't end up accidentally; where people actively choose to be in these communities and sometimes even pay a little more to do so. Communities of choice are careful about how they grow. Moreover, and the residents understand the important role that good design and public and private sector cooperation play in creating these communities of choice.

In September 2004, the City conducted a Visual Preference Survey where attendees were asked to rate images from a slideshow on how places and development types (multi-family, commercial, industrial, and office) look, how they function, and how people react to these various places. The goal of the participation is to identify points of consensus on development issues related to: building material, placement,

massing and design, landscaping, pedestrian amenities and signs. Ultimately, the results are used to provide direction to City officials when reviewing and approving future development proposals. Rather than guess as to what the public wants, or impose their views and values, City leaders want to use this survey process as a “gut check” to ensure any proposed new regulations reflect the public’s opinion about these issues.

In general, developments—regardless if use was multi-family, commercial, office, or industrial—rated highly if they incorporated:

- Natural building materials, such as wood, brick or stone;
- Awnings, covered walkways, and other pedestrian amenities;
- Pitched roofs, often multi-planed with pronounced gable sections;
- 1½ to three story building appearance—with each story being of “normal” (ten to eighteen feet) height;
- Small to moderate commercial building footprint—no “mega-box” retail buildings;
- Articulated building façades (protrusions and recesses in exterior walls);
- Architectural details such as porches, arches, columns, dormer windows, and geometric design details in commercial buildings walls and windows;
- Attractive landscaping.

Images that did not receive favorable reviews typically had the following characteristics:

- Utilized poor, or lesser, quality building materials;
- Buildings were aesthetically uninspiring, with little attention to detail to provide visual interest;
- Landscaping materials were underutilized or nonexistent;
- “Backlot” activities—loading, refuse, mechanicals, and storage—were poorly integrated into the development and became a focal point of the site.



7. Intergovernmental Meetings

As part of the US 12 Bypass project being funded by the Wisconsin Department of Transportation (WisDOT), monies were earmarked to assist/promote intergovernmental consensus on growth-related issues in the Baraboo Area to be incorporated into each participating community’s comprehensive plan and to prepare an intergovernmental agreement and/or set of procedures to implement the plans. Issues include urban expansion, rural development, municipal boundaries, extraterritorial rights, transportation issues, annexation, public utility services, shared services, and joint economic development.

Meeting One: On December 8, 2004, the City met with Sauk County, the Village of West Baraboo and the Towns of Greenfield, Baraboo, and Fairfield. The Town of Delton chose not to attend. The purpose of the meeting was for each community to provide and overview of their issues and opportunities outline

the goals to be achieved in their comprehensive plan, and to discuss areas of potential regional cooperation.

The role of the County was to act as mediator for the proceedings. The Village stated that it intends to grow in a compact, high-density manner, preferring that larger scale commercial and industrial uses be located in the City of Baraboo. All of the Towns were consistent in wanting to preserve their rural character by encouraging only extremely low-density residential (at or less than one unit per 35 acres), and directing higher-density residential development, as well as commercial and industrial development to the City of Baraboo. The City expressed its desire to grow at its current residential rate and to provide opportunities for existing business growth.

Meeting Two: On February 17, 2005 the City again met with the surrounding communities and the County to discuss the each community's Planned Land Use Map. And again, the role of the County was to act as mediator. However, local land use decisions have a direct effect on the County, so the County viewpoints were expressed during the course of the meeting.

The Towns of Fairfield and Greenfield indicated that it is their intent to restrict development to extremely low-density (one dwelling unit per 35 acres) residential development. Any development of greater density will be directed towards the City and the Village. Additionally, Fairfield is not permitting new land division in certain areas of the town. The Town of Baraboo land use plan generally outlined a low-density residential approach, and is exploring both cluster development and the transfer of development rights. However, higher density (three units per acre) were illustrated in the "Town's" sewer service area, and residential densities of one acre lots were illustrated along the City's eastern and northern edges. The Village of West Baraboo outlined a compact, higher-density strategy for development—especially west of the proposed US 12 Bypass. The Village indicated that it is not planning for growth or development south of the Baraboo River; that is make more sense for the City to plan those areas. The City presented the four Alternative Development Scenarios from the January 26th Open House.

The meetings concluded with a discussion of "commonalities" the communities believed existed among the land use plans. These included:

- Growth and development should occur in the incorporated areas where full community services and infrastructure are available.
- All of the communities have expressed/illustrated a desire to protect farmland.
- There is a strong desire to protect environmental features in the areas, especially the Baraboo Hills.
- Surface and ground water protection are high priorities.
- All of the communities have expressed and are committed to protecting the future growth of the Baraboo-Dells Airport.
- Larger scale commercial development should continue to be directed to the highway corridors.
- Infill development and redevelopment is encouraged in both the City and the Village.
- Large scale employment development should occur where services and infrastructure are available.

Meeting Three: On April 21, 2005 the third meeting between the City, the Village, the County, and the surrounding Towns was held. In advance of the meeting, all of the jurisdictions provided the planned land use maps to the County. The County assembled the maps to identify areas of similarity and conflict. At this meeting, the Towns, the Village, and the City—with County facilitation—discussed possible solutions or reconciliation to areas identified as future land use conflicts.

The City's Eastside Growth Area was identified as an area of significant conflict with the Town of Greenfield's land use plan. The Town is committed to 35 acre residential densities, with the City illustrates the area for Planned Neighborhood (discussed in greater detail in Chapter 4: Land Use). Discussions of a possible growth edge occurred, but nothing was ultimately determined. The City and the Town agreed to meet independently to discuss possible resolution to this issue.

The City illustrated the area around the airport for institutional, planned industrial and planned neighborhood development. The Village and the Town of Baraboo illustrated the area for low-density residential and agriculture. After some discussion, both the Village and the Town agreed that the area was better aligned to uses that would promote the expansion of the airport and the development of supportive land uses. The residential area was also “pared back” to better accommodate the planned industrial uses to serve the airport and reduce conflict with the superfund landfill site. The City and the Village will discuss the possibility of adjusting the ETJ boundary in this area.

The lands west of the proposed USH 12 Bypass are still a significant point of contention between the City, the County, and the Town of Baraboo. Recent annexation requests for an electrical substation to serve the Westside of the City, the Village, the Town, and North Freedom have met with opposition from the Town and the County. The City views the substation proposal as necessary infrastructure for Baraboo area economic development.

The City and the Town of Baraboo discussed the development of the “Town’s Sanitary Sewer Service Area,” and development around the state park. The City ultimately would like to see this area incorporated into the City proper, but conceded that this is unlikely. The City and the Town have been in continual communication about the development of this area, and have agreed that the development standards will include improved street construction and a private water system that can connect to the City’s system in the future. One point of contention for this area that remains is the City’s planned land use does not accommodate commercial recreational opportunities.

In summary, the meeting continued the dialogue between all of the governmental entities, and in many cases the relationship between many communities was strengthened as a result of this process.

Meeting Four: Again, the City, Village, surrounding Towns, and the County met on June 16, 2005 to discuss an outline of potential intergovernmental agreement issues—from boundaries to land use to infrastructure—based upon previous community discussions and comprehensive plans. The communities agree that the following are priorities to be addressed:

- Develop a shared vision to achieve predictable and logical urban growth.
- Achieve common land use plans and design standards.
- Minimize the amount of land required for new development.
- Facilitate the cooperative provision of public facilities and services.
- Serve intensive new development with municipal utilities.
- Find mutually acceptable locations for future economic development.
- Support revitalization, infill, and redevelopment of existing developed areas.
- Maintain physical and cultural distinction from the Dells area.
- Preserve and enhance natural, scenic, and farmland resources.
- Provide an ongoing forum for intergovernmental discussions.
- Provide for agreement renewal and extension.

Future meetings will further focus on areas/issues of consensus between all and select communities. Ultimately, the desire is for review and refinement of draft language, with municipal attorneys organizing the agreement language in proper legal terms and format it before it could be adopted by the Boards or Councils of the communities. It remains an open question whether there should be one overarching intergovernmental agreement, or more than one agreement covering different community pairs. .

8. Alternative Development Scenarios Open House

In Fall/Winter 2004, the City’s Smart Growth Steering Committee began to discuss and develop alternative growth scenarios that depicted various ways that development over the next 20 – 30 years might be arranged in and around the City of Baraboo. To do this, the population of Baraboo has been forecasted over the planning period (see Table 2) and residential, shopping, and employment land use demands were

anticipated. The geographic arrangement of each scenario was depicted on a map and the aesthetic impacts of each scenario were presented in photographs.

The following chart outlines the projected land use demands (absorption) by land use category over the 25 year planning period. Recognizing that every land transactions requires there to be a willing buyer *and* a willing seller, the projected acreages have been doubled and quadrupled to account for this.

Land Use Category		Low Growth (additional 2,000 residents)	Moderate Growth (additional 5,000 residents)	High Growth (additional 10,000 residents)
Residential	absorption	198.5 acres	555 acres	1,110 acres
	planned	±400 acres	±1,100 acres	±2,200 acres
Shopping	absorption	48 acres	133 acres	266 acres
	planned	±100 acres	±270 acres	±550 acres
Employment	absorption	48 acres	133 acres	266 acres
	planned	±100 acres	±270 acres	±550 acres

The City held an open house session on January 26th, 2005 to gather input on these alternative future scenarios. There were a total of approximately 70 people for the City and the surrounding area who attended the open house, which consisted of a presentation of the scenarios, followed by a question and answer period and individual examination of graphic materials presenting information on the scenarios. The scenarios presented for public comment were:



Alternative Growth Scenario #1: Alternative 1 features growth opportunity within the “bowl” of Baraboo: the east edge, where the view from Devil’s Lake State Park is hidden by a ridge; along the south edge, defined by the foothills of the Baraboo Range; at the west edge where the US 12 Bypass is proposed. This Alternative focuses on a policy to limit growth within hard//tangible policy edges. Substantial infrastructure investment will be needed to grow to the northeast. Phased residential development occurs to the north of the community; adjacent to rural town subdivisions. Employment

and Shopping development opportunities are provided along current US 12, extending toward the airport, and along STH 33 (Jackson property) to the eastern policy edge; Areas with visibility at the community gateways.



Alternative Growth Scenario #2: Alternative 2 features growth opportunity that continues recent development trends and provides more land for employment and shopping in anticipation of development stimulated by the bypass project, yet still meets the projected needs for residential development based upon twenty year trends. Employment opportunities are illustrated to the west the proposed US 12 Bypass, with shopping uses focused at intersections and along high-visibility frontages. Employment opportunities are also illustrated south of the Menard’s building, with additional shopping

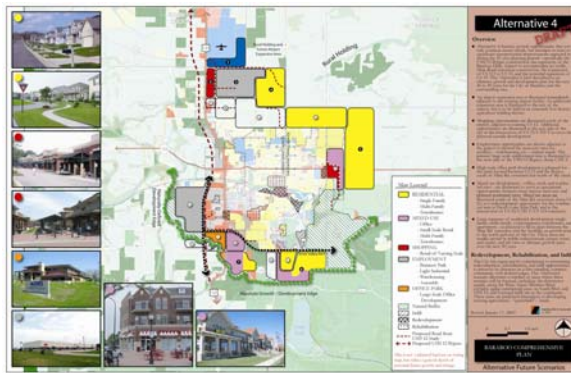
along the existing US 12 frontage. Mixed use development—shopping and office related, intermixed with

residential—is illustrated as a transition from existing US 12 to the Mine Road extension. Residential opportunities are illustrated in the existing sewer service area within the Town of Baraboo, to the north of Devil’s Lake State Park. The City’s eastern gateway along STH 33 (Jackson Farm) is proposed to be residential development.



Alternative Growth Scenario #3: Alternative 3 features growth opportunities that continue recent development trends, but “square off” the urban edge on the City in response to policy limits: along the east edge, staying within the area not viewable from Devil’s Lake; along the southwest edge by combining the growth limits defined by the Inner Valley Rim along Mine Road and the creek; at the west edge, staying east of the proposed USH 12 bypass. This alternative focuses on provide a balanced mix of residential, commercial, and industrial development at varying scales and intensities. Mixed use

development is illustrated along STH 33 at the City’s eastern gateway. Residential development is continued north of Man Mound Road, west of CTH T. Shopping opportunities are illustrated along existing US 12, south of the Menard’s. Development is not proposed to the west of the Bypass. Employment opportunities are illustrated to the south of the Mine Road extension, and the east of existing US 12.



Alternative Growth Scenario #4: Alternative #4 was created at the request of the Steering Committee as a response to viewing the three initial proposed alternatives. Some felt that Scenarios #1 - #3 were too conservative; not effectively responding to the inevitable development resulting from the US 12 Bypass project. As such, extensive areas for development were illustrated along the USH 12 corridor and at the east edge of the City along STH 33. This alternative, showing approximately 4,600 acres for development, represents a 40 – 50 year supply of developable lands.

Alternative 4 features growth opportunities that not only continue recent trends, but attempts to react to significant transportation improvements expected in during the 25 year planning period—specifically the USH 12 Bypass construction, the expansion of the Baraboo Dells Airport to accommodate jet traffic, Mine Road extension construction, the connection of US 113 to US 33, and the potential expansion of US 33. This Alternative is best described as an ultimate, growth and development plan for the next 40 to 50 years for the City of Baraboo and the surrounding area. An airport expansion area is illustrated immediately adjacent to the existing airport facility. An additional expansion area is illustrated to the east of the airport, but is to be held in an extremely low-density agriculture holding district. Shopping opportunities are illustrated south of the airport, adjacent to existing US 12. Additional opportunities are illustrated at the east side of the city at the intersection of US 33/CTH T to serve the planned eastside development. Employment opportunities are shown adjacent to the airport to provide the necessary area for ancillary—warehousing, etc.—airport needs. The primary large-scale employment area is illustrated to the west side of the USH 12 Bypass, along CTH T. High-scale office park development is planned for the lands located between US 12 and the Bypass, south of Mine Rd. extension but north of the creek. Mixed use development—office, retail, and residential uses—are illustrated to serve as transitional opportunities between more intense land uses and planned residential areas. Mixed use areas are illustrated south of the Mine Rd. extension along US 12, as a redevelopment opportunity for the commercial area at Devil’s Lake State Park, and at the intersection of US 33/CTH T/US 113 extension. Large expanses of residential de-

velopment—single-family, multi-family, condominiums, townhouses, and apartments—is planned to fill in areas between the Mine Rd. extension and the foothills, as growth areas to the north and east of the City. These areas are readily served by public infrastructure (sewer, water, and roads), and are view as ultimate growth areas over the next 50 years.

The City has expressed its commitment to promoting redevelopment, rehabilitation, and infill opportunities to preserve its character as a free-standing, compact community with defined edges. This Alternative scenario illustrates a number of areas where these energies will be focused, including: the downtown square, along the Water Street/Baraboo River corridor, aging commercial areas on South Blvd. and STH 33, and scattered infill site in the community. These areas are preferred alternatives to developing existing agricultural—“greenfield”—lands.

Interested persons were asked to provide written reactions and comments on each scenario in an evaluation form provided at the open house session. Unfortunately, there were only 12 evaluation forms turned in at the open house. The following is a breakdown of the results:

- 1 indicated a preference for only Alternative #1.
- 1 indicated a preference for only Alternative #2.
- 0 indicated a preference for only Alternative #3.
- 3 indicated a preference for only Alternative #4.
- 1 indicated a preference for a mix of the Alternatives.
- 4 indicated a preference for none of the Alternatives.
- 5 forms indicated a preference for the City to adhere to the eastern policy edge along STH 33 “defined” by preserving the “green view” from Devil’s Lake State Park to Rocky Point Road over the planning period. Four forms indicated that adhering to the policy edge was not important.
- 7 forms indicated a preference for the City to adhere to the southern policy edge “defined” by Mine Road (and extended to US 12) over the planning period. No forms indicated that adhering to the policy edge was not important.
- 7 forms indicated a preference for the City to adhere to the western policy edge “defined” by the proposed US 12 Bypass over the planning period. Two forms indicated that adhering to the policy edge was not important.
- 1 form indicated a preference for the City to adhere to the north policy edge generally “defined” by Man Mound Road over the planning period. Six forms indicated that adhering to the policy edge was not important.
- 3 forms indicated that policy edges were not important in directing/containing the growth of the City. Eight forms indicated that adhering to policy edges is important.

The questionnaires also provided attendee the opportunity to provide general comments regarding the each of the Alternatives. Comments included:

- Use of Alternative 1 or 2 should take care of reasonable needs.
- If we move north, eventually we will become too close to the Lake Delton area. Baraboo needs to remain a tight knit community and resist the urge for urban sprawl. Amenities should remain centralized to the community. Those that don’t like it can move somewhere else. Small towns are disappearing across the nation. Baraboo is surviving and we should be proud of that.
- Move east not north.
- No development west of bypass
- Alternative 1 is the best of the four, but all could be improved. Several items on the map are coded but lack explanation.
- Resist the urge to sprawl. Redevelop and reuse what we have. Why do we want to have 10,000 more residents? Small towns are great, let’s remain one.
- I like the placement of the employment areas in Alternative 4.

- Alternative 4 is good for the long range plan, might as well look at it now, it will happen. I would prefer to see growth to the north, stay away from scenic bluffs to the south.
- Need high density housing.
- Baraboo needs to remain a nice small town and I feel we need to keep population under the 15,000 mark. There is no reason that Baraboo cannot remain economically stable and remain a small town.
- Perfect area for residential growth on the land along Man Mound, which is not the best Ag land anyway.
- This is the only plan that looks far enough into the future. Good job! Note: The City must secure the future right-of-ways for proposed traffic corridors ASAP! We have some serious traffic flow problems for east to west traffic in this City.
- Much more progress is needed in the intergovernmental agreements.
- Encroaching Devil's Lake State Park is unacceptable. Leaving Baraboo's natural bowl is unacceptable. We came to Baraboo because of its small town charm. Let's try to keep it that way. If people don't like Baraboo they can go to another town. What happens to our tourism if we are an industrial city?
- How many people participated in the Comprehensive Planning sessions? "Not stepping on toes" means government body toes, not individual's toes.
- I like Alternative 4 showing growth to the north. Save scenic corridor to the east. West is too rolling for industrial development. South to Devil's Lake is a swamp to be slammed full, but make it pleasing to the eye (not another Toro!).

9. Draft Comprehensive Plan Open House

On April 27th, 2005, the City held an open house to allow residents to review the draft Comprehensive Plan. Approximately 20 people attended the session. Comments that were made at the open house included:

- Town residents expressed concerns about the growth areas identified in the Planned Land Use Map.
- How does the City go about cleaning up the river corridor? Where do the industrial users get relocated to?
- More consideration should be given to the impact community growth will have on the character of the City.

Attendees at the open house were provided an evaluation form to obtain more individual reaction to the plan. There was only 1 evaluation forms submitted at the open house.

Prior to the open house, during the months of March and April, the draft Planned Land Use Map was on display at City Hall. The public was encouraged to provide written comments on the Maps and the Plan.

10. Public Hearing

The City held a public hearing on this Comprehensive Plan on June 14, 2005 before the Common Council to solicit input from the residents and interested parties as outlined in Section 66.1001 Wis. Stats. VANDEWALLE & ASSOCIATES provided a brief presentation of the Plan goals, objectives, recommendations, and corresponding maps. Approximately 30 residents were in attendance at the meeting, the following comments were made:

- Concern was expressed about the amount of development illustrated on the Planned Land Use Map to the east of the City.
- Concern was expressed about the connection of planned roadways to the north and south of the City.
- The Council recommended that the map illustrating the historic downtown area be refined.

Overall Planning Goals

- Preserve the historic, small-town atmosphere and quality of life in Baraboo while accommodating planned, orderly, and coordinated growth.
- Establish a growth strategy that maintains, preserve, and enhances the beauty of the Baraboo-area natural environment.
- Promote an efficient and sustainable development pattern.
- Strengthen and diversify the employment and retail opportunities and the local tax base.
- Coordinate transportation and utility planning with land use decisions.
- Maintain/enhance quality community facilities and services.
- Establish mutually beneficial intergovernmental relations.
- Enhance/further economic development opportunities in the City.
- Maintain the balance of types and affordability levels in the City's housing stock.

E. Overall Goals, Objectives, and Policies

Through the comprehensive planning process, a set of overall goals was assembled for the City of Baraboo. These overall goals provide the framework on which the City will build its more specific recommendations. Each chapter of this *Comprehensive Plan* includes goals, objectives and policies which will provide the vision and policy guidance that the Plan Commission, Common Council, residents, and other interested groups and individuals need to guide the future preservation and development of the City of Baraboo over the next 20+ years.

Goals, objectives and policies are defined below:

- **Goals** are broad, advisory statements that express general public priorities about how the City should approach preservation and development issues. These goals are based on key issues, opportunities and problems that affect the City.
- **Objectives** suggest future directions in a way that is more specific than goals. The accomplishment of an objective contributes to the fulfillment of a goal. While achievement of an objective is often not easily measured, objectives are usually attainable through policies and specific implementation activities.
- **Policies** are rules, courses of action, or programs used to ensure *Plan* implementation and to accomplish the goals and objectives. City decision makers should use policies on a day-to-day basis. Success in achieving policies is usually measurable.
- **Programs** are specific projects or services that are advised to achieve plan goals, objectives, and policies. Programs are sometimes included in the same list as “policies” and are sometimes included in the same section as “recommendations,” depending on the chapter.

CHAPTER THREE: AGRICULTURAL, NATURAL & CULTURAL RESOURCES

CHAPTER THREE: AGRICULTURAL, NATURAL & CULTURAL RESOURCES

This chapter of the *City of Baraboo Comprehensive Plan* satisfies the required agricultural, natural and cultural resources comprehensive plan element described in §66.1001, Wisconsin Statutes.

A. Agricultural Resources

1. Character of Farming



Farming is a key part of the heritage of the Baraboo area and is still plays a significant role in the economy and lives of City and area residents. Agriculture production remains an important part of the economy of the area, and is the dominant land use in the towns surrounding the City. The seasonal changes of growing crops, the colors and textures of farm fields, and the architecturally significant farm buildings all contribute to the rural character of the areas surrounding the City. An important goal of this Plan is to help preserve the extent and integrity of this resource, while also accommodating well-planned, high-quality, compact urban

development. This may result in the gradual urbanization of some areas of good soils surrounding the current urban area, particularly in areas where sanitary sewer and public water can be provided at a reasonable cost. In other areas, where the cost-effective provision of urban services is not possible, long-term agricultural preservation is essential.

Most of the soils in the City and the adjacent Towns are very suitable for crop production and result in good yields without overly intensive management. The Towns of Baraboo, Greenfield, and Fairfield have completed comprehensive plans to comply with the Smart Growth legislation. These plans focus on preserving farmland by utilizing the exclusive agricultural zoning district, which limits non-farm development in the rural areas, and directly both residential and non-residential development to the City of Baraboo and the Village of West Baraboo. The rural farmland surrounding Baraboo is viewed by many residents and visitors as a positive contributor to the area's character.

2. Assessment of Farmland Viability

The U.S. Soil Conservation Service ranks soil suitability for different uses into eight capability classes, with Class I soils being considered prime farmland, and Class VIII soils being useful for recreational purposes or natural habitat areas only. **Class I and II soils cover 52-percent of the City and the surrounding ETJ area.** When drained, these soil types are well suited for agricultural uses. Class III and IV soils make up the remaining 48-percent of the remaining land area and these soils have moderate to severe limitations which reduce the number and type of crops that can be grown and require special conservation practices to prevent erosion. The poorer soils are preferred development areas for the City where the land is able to be adequately served by public infrastructure.

B. Agricultural Resource Goals, Objectives, and Policies

Goal: Work with surrounding Towns and the Village of West Baraboo to preserve agricultural uses in mutually agreed areas.

Objectives:

- a. Maintain agriculture as a significant economic activity within Baraboo's extraterritorial jurisdiction.
- b. Prioritize the preservation of the best agricultural soils in the City's planning area as a key factor in decisions on future community expansion.
- c. Recognize the value of farmland as open space near the City limits.

Policies:

- Cooperate with surrounding communities to encourage an orderly, efficient development pattern that minimizes conflicts between urban and rural uses.
- Use the City's extraterritorial subdivision review in support of adopted town land use plans to prevent intensive non-farm development of mutually agreed agricultural preservation areas.
- Carefully consider the location of prime or other highly productive agricultural lands before making decisions on the expansion of urban services or community growth.
- Recommend that no policy should be adopted or implemented which would substantially impair or diminish the present uses, values or enjoyment of agricultural land.

C. Agriculture Resource Recommendations

This *Plan* recognizes the importance of the agricultural industry to the local economy and seeks to preserve the extent and integrity of this agricultural resource in the planning area as long as possible. This *Plan* intends to implement agricultural preservation objectives by guiding future development into areas planned for municipal service extension (within or adjacent to the City's current municipal boundaries) and away from areas that are distant from current municipal services. In general, this *Plan* recommends strong limits on large-lot, septic residential development in areas surrounding the City or within the City's long-term growth area. The *Plan* also recommends the following strategies to preserve the surrounding agricultural resource:

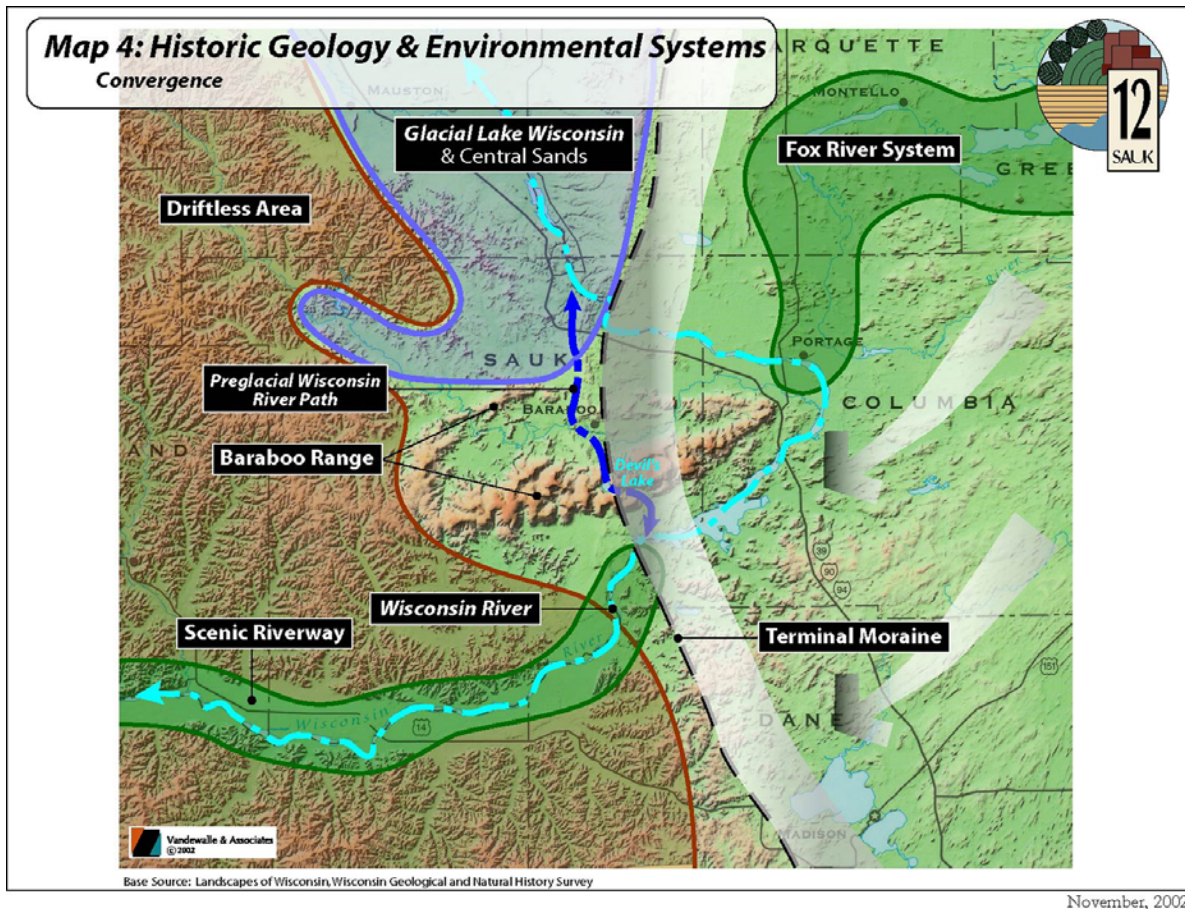
- **Preserve productive agricultural lands** from premature urban development. Recognize the value of farmland for its economic and open space benefits and its importance in maintaining safe and secure local food networks. Protect farm operations from encroaching land uses and activities that may adversely affect the capital investment in agricultural land, improvements, and equipment.
- The City encourages neighboring townships to adopt and implement land use plans which emphasize agricultural preservation, allowance of very limited amounts of very low density (1 dwelling unit per 35 acres) residential development, and protection of natural resources in areas within the City's extraterritorial jurisdiction, but outside the City limits. The City can advance this recommendation as it reviews each surrounding Town's Smart Growth Comprehensive Plan as required under state law.
- The City discourages the creation of subdivisions not served by public water and sanitary sewer within Baraboo's extraterritorial jurisdiction. The Towns have expressed at intergovernmental meetings, as well as in their respective comprehensive plans, that rural subdivision are not encouraged.

D. Natural Resource Inventory

Understanding the relationship between the City and its natural features suggests possible location advantages for particular land uses. It is also essential to understand the location of environmentally sensitive areas where

development is not appropriate. This will prevent developmental or environmental problems that may be difficult or costly to correct in the future. Maintenance of these natural features is important for community appearance and the functions they perform for natural communities. Map 2 depicts environmentally sensitive areas in and around the City of Baraboo, many of which are described in more detail below. Figure 3, from the *Sauk County Highway 12 Corridor Growth Management Plan*, illustrates how glaciation and glacial retreat, the defined ridge, the river valley, and the Driftless Area converge to define the Baraboo area.

Figure 3: Historic Geology & Environmental Systems



1. Landforms/Topography

The surrounding general elevation of the area typically ranges from 775 feet to 1,000 feet, with the highest point (1,600 feet) located in the Baraboo Range. The topography of the Baraboo area falls within the Baraboo Range. The Baraboo Range, which extends for approximately 25 miles east-west across east central Sauk County into western portions of Columbia County, is one of the most significant topographic features in the state. The Federal Government has designated the Baraboo Range as a National Natural Landmark, based on its unique geology. The Range is made up of eroded remnants of ancient quartzite upheavals that have been exposed over time through erosion of sandstone left by ancient seas. The range marks the boundary between generally forested regions to the northeast and the prairie to the southwest. The Baraboo Range attains its greatest relief at Devil's Lake, which was formed by glacial till that plugged both ends of the canoe-shaped valley between the North and South Ranges.

2. Metallic/Nonmetallic Resources

The eastern fifth of Sauk County was covered by the Green Bay Lobe of the Cary Substage of the Wisconsin Stage of Glaciation approximately 12,000 years ago. The glacier advanced slowly westward from east of the county, eroding the hills and filling the valleys, and depositing clay, silt, sand, boulders, and debris. As a result of this activity, numerous unique geologic and topographic features emerged such as escarpments, outwash plains, lake plains, terminal moraines, ground moraines, and drumlins. The Baraboo Bluffs are eroded remnants of ancient quartzite upheavals. Each of these features has its own unique qualities that relate to land use planning, including: structural suitability, groundwater interaction, and the provision of non-metallic minerals to serve growing development in the region.

The County lies in a very significant region geologically, home to several stone quarries and masonry industries. Underlying bedrock is primarily Upper Cambrian Sandstone, with limestone capping the hills in portions of the County. Extensive deposits of sand and gravel are found in several areas of the County.

Under State Statutes (295.20), landowners who want to register their property as a nonmetallic mining deposit are required to notify each county, city, village and/or town that has zoning authority over their property. Registrations must be recorded at the County Register of Deeds in the County where the mineral deposit is located. State law limits the ability of a municipality or a county to rezone or otherwise interfere with the future extraction of a mineral resource from a registered nonmetallic mineral deposit. It is important to note that zoning changes prohibiting mining on land registered as a marketable nonmetallic mining deposit cannot take effect during the registration period. Registration is effective for 10 years and renewable for an additional 10 years. In addition, registration on property with active mining operations can be renewed for as long as mining is ongoing. Zoning changes may take affect after the registration has expired.

The City Zoning Code does not make specific mention of where nonmetallic mining, or quarrying, operations are expressly allowed, either by right or as a conditional use. It may not be appropriate to allow such operations within the City limits. However, in the 3-mile ETJ such operations may be appropriate. The Sauk County Zoning Code does allow “short-term” operations are typically permitted within the Agricultural, Exclusive Agricultural, Resource Conservancy 5 and Resource Conservancy 35 zoning districts with a land use permit from the County Planning & Zoning Office. The County maintains a list of active and inactive nonmetallic mine sites. No operating sites are listed within the City of Baraboo. However, four operating non-metallic mines are listed within the adjacent Towns of Baraboo (2), Fairfield (1), and Greenfield (1). The registered mine sites total 220 acres, with approximately 60 acres disturbed.

3. General Soils Information

Soil suitability is a key factor in determining the best and most cost-effective locations for new development. Problems that limit development on certain soils include slumping, poor drainage, erosion, steep slopes and high water tables. As defined by the United States Department of Agriculture, the soils in the City of Baraboo are of the following major soil association:

The City of Baraboo and surrounding Towns are dominated by the following soil types:

- *La Farge-Norden-Gale*: Gently sloping to very steep, well drained, medium textured soils, sandstone bedrock at a depth of 20 to 40 inches. Most areas are cultivated crops and pasture, and use for residential development is only limited when septic systems are utilized.
- *Baraboo-Rock outcrop*: Gently sloping to very steep, moderately well drained, medium textured soils and quartzite Rock outcrop, quartzite bedrock at a depth of 20 to 40 inches. Mainly suited for pasture and woodlands, use for residential development is only limited when septic systems are utilized.
- *McHenry-St. Charles*: Gently sloping to very steep, well drained, medium textured soils underlain by glacial till. Mainly suited for cultivated crops and pasture, use for residential development is only limited when septic systems are utilized on sloping lands.

- *Wyocena-Gotham-Plainfield*: Gently sloping to steep, well drained to excessively drained, moderately coarse textured and coarse textured soils underlain by sandy glacial till or outwash sand. Mainly suited for cultivated crops and pasture, use for residential development is good.
- *Ettrick-Fluvaquents, wet-Curran*: Nearly level and gently sloping, somewhat poorly drained to very poorly drained, mostly medium textured soils underlain by outwash sand or stratified loamy and sandy deposits. Mainly suited for cultivated crops and pasture, use for residential development is poor due to flooding possibilities.

The US 12 corridor is dominated by the *Wyocena-Gotham-Plainfield*, *Dickenson-Gotham-Dakota*, and *Sparta-Plainfield-Sparta* Variant Soil groups. These are moderately well-drained to excessively-drained soils that have a loamy or sandy surface layer and subsoil; underlain by outwash or sandy glacial till. These are nearly level to steep soils on glaciated uplands. The potential for residential development is good, but ground water pollution from conventional septic systems can be a hazard. Slope and excess wetness are also a moderate to severe limitation for conventional septic systems in some areas.

More specific information about soils in the City can be found in the Soil Survey of Sauk County (1978), conducted by the United States Department of Agriculture Soil Conservation Service. With proper construction practices, most of the soils found in the planning area are generally suitable for development. Exceptions include soils with steep slopes (over 12 percent), and areas where high ground water and wetlands exist.

4. Drainage Basins

The City of Baraboo is located in the Lower Wisconsin River Basin, which drains approximately 4,940 square miles of south-central and southwestern Wisconsin. The Basin is further divided into watersheds. The City lies within the Lower Baraboo River watershed, and is the largest community in that watershed. The watershed contains a portion of the Wisconsin River, a portion of the Baraboo River, and Leech, Rowley, Boulder, and Greenfield Creeks.

As the City and surrounding towns within the Lower Baraboo River Watershed continue to grow, stormwater management and construction site erosion control will become more important--increased stormwater flows have caused flooding problems in parts of the City.

The surrounding Towns—to the west and south of the City—are located in the Narrows Creek-Middle Baraboo River and Lake Wisconsin watersheds respectively. The Narrows watershed contains a portion of the Middle Baraboo River, and Leech, Rowley, Narrows, Seeley, and Skillet Creeks. The Lake Wisconsin watershed contains Parfey's Glen and Manley Creek.

5. Groundwater

Groundwater is found at various depths, depending on the general topography, the distance above the permanent stream level and the character of the underlying rock formation. Most groundwater in the Baraboo area is obtained from the Cambrian sandstone aquifer. Another important source of groundwater is the superficial sand and gravel deposits along the lower reaches of the Baraboo River. This area is often susceptible to human-induced and some natural pollutants. Groundwater in the Baraboo area is generally of very good quality and is usable for most purposes. Local differences in the quality are the result of differences in the composition, solubility, and the surface area of particles of soil and rock through which the water moves, and the length of time the water is in contact with these materials.

Wellhead protection zones around municipal wells have been included on Maps 5a and 5b. Wellhead protection is a state mandated, preventive program implemented by the WisDNR designed to protect public water supply wells. The goal of wellhead protection is to prevent contaminants from entering public water supply wells by managing the land that contributes water to the wells.

6. Surface Water

Baraboo River

The Baraboo River flows for about 100 miles, through the City of Baraboo to its confluence with the Wisconsin River south of Portage. The Baraboo River was dammed in several locations transforming it into a slow-moving river with several impoundments. In the past few years, however, the DNR has worked with the City of Baraboo and private owners to remove the remaining two dams within the City. A third dam downstream was also removed. Thus, the River has been restored to its free-flowing condition. The objective of the dam removal projects is to completely remove the dams, restore and enhance aquatic habitat, and restore and enhance riparian habitat and wetlands. Prior to dam removal, there were 10 species found below the dams that were not present in the upstream system. The removal of the dams in Baraboo reconnect the Baraboo River with the complex Wisconsin River fishery.

Devil's Lake

Devil's Lake lies within the most heavily utilized state park in Wisconsin. The 369-acre lake has a maximum depth of 47 feet. Devil's Lake was formed when the Green Bay glacial lobe blocked the Wisconsin River from its original path through the Baraboo Range, plugging both ends of the gap in the south bluff with glacial drift, resulting in the formation of Devils Lake. Since the lake is groundwater fed, the level of the lake generally fluctuates about 2.5 feet annually. The lake contains a boat ramp, and northern pike, walleye, large- and small-mouth bass, panfish, and trout are found in the lake.

Stream Corridors

There are no perennial streams, other than the Baraboo River, flowing through the City, however other waterways in close proximity to the City include Skillet Creek and Pine Creek. Many segments within these waterways are classified as Class II trout waters. These waterways are the base for interconnected environmental corridor systems.

Environmental Corridor Analysis

Environmental corridors are a composite of the best elements of the natural resource base occurring in a linear pattern on the landscape. These corridor areas normally include one or more natural resource elements that are essential to the maintenance of an ecological balance and diversity, and the preservation of natural beauty and should be preserved and protected in essentially natural open uses. These corridors generally lie along the major stream valleys, around major lakes, and in the moraine areas of south central Wisconsin. Almost all of the remaining high-value wetlands, woodlands, wildlife habitat areas, major bodies of surface water, and delineated floodlands and shorelands are contained within these corridors. Environmental corridor features include:

- Surface waters and their undeveloped shorelands
- DNR mapped wetlands and 100-year floodplains
- Steep slopes greater than 12 percent adjacent to a floodplain, wetland, or water body
- Woodlands and areas of unique vegetation or geology adjacent to a water body
- Existing and proposed parks, greenways, conservancy areas and stormwater management areas.

7. Floodplains

The Federal Emergency Management Agency (FEMA) designates floodplain areas. These general floodplain delineations represent the areas adjacent to navigable waters potentially subject to the 100-year flood event (1% chance of occurring in any year). All areas of the Study Area subject to flooding are not necessarily reflected in mapped floodplains. The State requires County regulation of development in floodplains. Development is strongly discouraged in floodplains, to avoid both on-site and up- and downstream property damage.

As depicted on Map 2, floodplain areas in the Study Area are located along the Baraboo River. The FEMA Flood Insurance Rate Maps (FIRM) should be referenced for official delineation and elevations of floodplain boundaries, though maps have not been updated since the removal of the Oak Street and STH 113 dams.

8. Wetlands

Wetland areas are important for aquifer recharge, flood control, groundwater and surface water quality improvement, and wildlife habitat, especially for nesting sandhill cranes and other birds. The Wisconsin DNR has identified and mapped wetlands of two or more acres in the Wisconsin Wetlands Inventory. Wetlands occur in some areas along the Baraboo River.

9. Ecological Landscapes

Woodlands

Over a third of Sauk County is forested, especially in the lands of the Baraboo Range to the south of the City (see State Natural Areas and Land Legacy Places below). The planning area, outside of the Range however, contains few areas of woodlands. The areas around the City that are not currently urbanized are generally in farming use, and consist mostly of open farmland.

Steep Slopes

Generally, the planning area is dominated by gently rolling hills. Steep slopes (over 12 percent slope) occur relatively infrequently in the area.

Hilltops and Ridgetops

Hilltop and ridgetop areas are important natural features that are often overlooked in comprehensive planning efforts. Hilltops and ridgetops serve to define the horizon. Large structures constructed on top of them tend to be visually prominent—especially if not blending with the area’s rural-agricultural character in terms of color, material, or style. There are a few hilltops and ridgetops within the planning area, mostly to the southeast of the City.

10. Rare Species Occurrences/Wildlife Habitat

WisDNR’s Natural Heritage Inventory program maintains data on the general location and status of rare, threatened, or endangered plant and animal species. This data is obtained through field inventory. According to the Inventory, there are areas within the City and in the planning area containing rare, threatened, or endangered plant and animal species. The areas where rare species and wildlife habitats can be found are illustrated on Map 2.

Wildlife Habitat in Sauk County supports a great range of species, including white-tailed deer, black bear, furbearers, wild turkey, bald eagles (especially in the Baraboo River Valley), waterfowl, game birds, amphibians, and reptiles.

11. Open Space/Environmental Corridors

Open Space/Environmental Corridors in the City are shown in dark green on Maps 5a and 5b. Open Space/Environmental Corridors are continuous systems of open space that include environmentally sensitive lands, floodplains and wetlands, natural resources requiring protection from disturbance and development, and land specifically designated for open space or recreational use. Within the City, the most significant environmental corridor follows Baraboo River. Environmental corridors are used in this Plan to address the multiple concerns of drainage, water quality, recreation, wildlife habitat, and open space.

12. State Natural Areas/National Wildlife Refuges

Baraboo Range National Natural Landmark (BRNNL)

The Baraboo Range—located immediately south of the City within the Baraboo planning area—is Sauk County’s most dominant topographic feature. The Range measures approximately 27 miles long and 14 miles wide, rises 400 – 800 feet above the surrounding plain, and is **considered the upper Midwest’s best and largest example of an intact, continuous deciduous forest**. In 1980, the Secretary of the In-

terior designated a 50,700-acre area encompassing the "South Range" of the Baraboo Hills in Sauk County as the Baraboo Range National Natural Landmark (BRNNL) because of its outstanding geology and diverse ecological resources. The landmark is an excellent example of an exhumed mountain range. The formation of Devil's Lake within the pre-glacial Wisconsin River valley is an outstanding example of glacial drainage modification.

The differences in elevation, exposure, and soils of the Baraboo Hills create a variety of ecological habitats including high, dry rock strata where white pine predominates; rocky cliffs covered with lichens and mosses; cool steep valleys and ravines of hemlock; dry and wet prairie, and marshes. At least 28 different natural communities have been identified, harboring 23 federal or state listed threatened or endangered species. About half of the more than 2,200 vascular plants in Wisconsin have been found in this tiny fraction of the State.

Devil's Lake State Park

Located south of the City within the Baraboo Range, Devil's Lake State Park consists of nearly 9,100 acres. According to the Wisconsin Department of Natural Resources, this is the most frequently used State Park. The park contains 406 family camp sites, 82 acres of picnic areas, fishing, boating, swimming, and developed trail system.

International Crane Foundation

The International Crane Foundation (ICF), founded in Baraboo in 1973, works worldwide to conserve cranes and the wetland and grassland ecosystems on which they depend. ICF is dedicated to providing experience, knowledge, and inspiration to involve people in resolving threats to these ecosystems.

ICF differs from most nature centers and conservation facilities in that its activities single out a very specific subject—cranes—rather than treating the natural history and general ecology of a region. The ICF believes that this focus provides an opportunity to address a series of issues not tied to a particular place: endangered species management, wetland ecology, habitat restoration, and the critical need for international cooperation. ICF programs stress the interdependence between wildlife and their habitats and the relationships that exist between wildlife, habitat and people.

13. Land Legacy Places

Baraboo Hills (Range)

The Baraboo Hills is the largest block of mostly contiguous deciduous forest remaining in the upper Midwest. This quality makes the Baraboo Hills a very important habitat for the preservation of neotropical migratory bird populations. Many forest interior-nesting bird species have experienced serious population declines, thought to be primarily due to fragmentation of forest habitat. To most effectively conserve forest interior bird species populations, the preservation or restoration of large forest tracts are critical. Given the long time frame inherent in restoring this type of habitat (100+ years), the best strategy is preservation of existing areas. The BRNNL is the best remaining opportunity for this type of conservation effort.

The Bluffs, within the area, are a remnant of a very old monadnock or outcropping of quartzite. The Bluffs are the largest surface deposit of quartzite in the Midwest, and thus as both a landform and mineral perspective, have significance.

This area contains 27 distinct plant communities, 15 of which are rare in the state. There are 915 native vascular plant species, 307 non-vascular species, 171 aquatic invertebrate species, 135 breeding bird species, 50 fish species, 39 mammal species, and 29 amphibian and reptile species. The relatively large, non-fragmented forests of the Bluffs provide vitally important habitat for forest-interior songbirds for nesting and breeding.

Ice Age Trail

Wisconsin is the best place to witness many of the landforms created by continental glaciation. In 1958, Ray Zilmer of Milwaukee proposed that an Ice Age Glacier National Forest Park be established along the entire length of the moraines marking the furthest advance of the last glacier in Wisconsin, and the Ice Age Park and Trail Foundation was established to promote the creation of the national glacial park. One of only eight National Scenic Trails in the U.S., the Ice Age Trail spans approximately 1,200 miles in Wisconsin. Currently, about 575 miles of trail are open to the public for hiking, snowshoeing and skiing. The organization has 24 chapters, including the Baraboo Hills Chapter, and over 5,000 members. All proceeds from Baraboo's annual National Trails Day event go to the Baraboo Hills Chapter of the Ice Age Park & Trail Foundation. Local chapter volunteers maintain approximately 14 miles of the Ice Age Trail that are open to the public.

The Ice Age Trail is proposed to extend from Mirror Lake to the UW-Baraboo campus south along the Baraboo River, to the City's downtown, Circus World Museum, and continue to Devil's Lake. The completed Trail will link community parks and recreation spaces from the university to downtown, and will reestablish the connection of the Water Street riverfront area from Baraboo's central business district to Circus World.

E. Natural Resource Goals, Objectives, and Policies

Goal: Protect and enhance natural features and ecological systems in the City's planning area**Objectives:**

- a. Recognize that the natural environment is an integrated unit composed of interacting land, water, and air resources, and to ensure that the health and stability of this resource system are maintained.
- b. Preserve streams, drainageways, floodplains, wetlands, wildlife habitat, steep slopes, woodland areas, and other natural features.
- c. Protect surface water and ground water quality in the City's planning area.
- d. Prevent future problems associated with developing land too close to natural areas, drainageways, and floodplains.
- e. Cooperate with other units of government on the management of resources under shared authority.

Policies and Programs:

- Encourage an orderly, efficient development pattern that preserves natural resources.
- Protect and improve surface water quality.
- Protect the City's groundwater.
- Promote non-metallic mining registration and operation standards.
- Protect rare species and wildlife habitat areas.
- Use natural resources to promote tourism and local economic development.
- Cooperate with other agencies to preserve natural resources.
- Encourage education programs to assist in the protection the natural environment.

F. Natural Resources Recommendations

Expanding on some of the goals, objectives and policies listed above, the following are key recommendations to protect the planning area's important natural resources:

- Cooperate with surrounding communities, the Counties, and non-profit groups to **encourage an orderly, efficient development pattern that preserves natural resources.**
 - Promote the implementation of the Baraboo Range Protection Program for the purchase of land or development rights in land to assure that properties will be protected forever.
 - Require natural resource features to be depicted on all site plans, preliminary plats, and certified survey maps, including wetlands, steep slopes, floodplains, drainageways, wooded areas, and mature trees. Once identified, establish maximum clearance or removal standards for these features and require on-site mitigation where those standards cannot be met.
 - Emphasize use of natural drainage patterns, construction site erosion control, and ongoing stormwater management measures that minimize pollution and control the quality, quantity, and temperature of water leaving any site.
 - Guide the location and design of urban development in order to prevent potential adverse impacts on the quality of ground and surface water.
 - Utilize subdivision, zoning, and official mapping authority to protect environmental corridors within the City limits and extraterritorial area.
 - **Work with surrounding communities and utility/sanitary districts to implement the recommendations of this *Plan*** and thereby achieve an orderly, efficient development pattern that preserves natural resources and minimizes conflicts between urban and rural land uses.
- **Protect and improve surface water quality** by supporting streambank management, natural shoreline restoration, erosion control, clean-up initiatives, proper agricultural practices, stormwater management and use of vegetated buffer areas.
 - The City should require stormwater management practices, such as infiltration and retention ponds, be incorporated into development proposals that address the water quantity impacts to area wetlands. Post-development stormwater run-off should not exceed pre-development conditions. Area-wide stormwater management systems should be identified in accordance with detailed stormwater management plans and in conjunction with open space amenities such as wetlands, woodlands, and parks.
 - To minimize erosion control and runoff impacts on local water quality, the City should work with private landowners and developers to incorporate Best Management Practices (BMPs) rather than simply conventional engineering strategies. BMPs may include overland transfer, natural landscaping to increase infiltration and reduce run-off (e.g., rain gardens), bio-infiltration systems, residential roof runoff directed to pervious yard areas, maximum impervious surface ratios for development sites, and narrower street cross-sections.
 - The City should continue to seek funds from State programs designed to assist in efforts to protect and enhance surface water quality in key areas, including:
 - The DNR Targeted Runoff Management Program, which provides financial assistance to communities to either construct BMPs themselves or contract with individual landowners to install such practices.
 - The DNR River Protection Grant Program, which aims to prevent the deterioration of water quality, fisheries habitat, and natural beauty as the number of homes, recreational activities, and other uses increases along rivers. Grant dollars in two separate subprograms may be used for river organization development; information and education; assessments of water quality, fish, and aquatic life; nonpoint source evaluations; purchase of land or easements; development of local ordinances; and habitat restoration.
- **Protect the City's groundwater.** If groundwater is removed from an aquifer more quickly than it is recharged, the amount of water available in the aquifer is reduced. This may be of particular concern where water tables are dropping rapidly resulting from growth-induced groundwater use. Its protection is critical. This *Plan* supports several efforts to protect groundwater quality and quantity, including the following:

- Identify and preserve wellhead protection areas for municipal wells. The City should continue to prepare “wellhead protection plans” to assist in identifying and regulating contaminant sources resulting from land use activities. Currently, the City identifies “zones of influence” for its municipal wells as required by the Natural Resources Code. However, the City has yet to map the Wellhead Protection Overlay District for affected properties, as required by statute. Use of the Overlay District does limit specific land uses and can be viewed as an intrusion..
- Partner with local governments and property owners in the identification, assessment, remediation, and reuse of “brownfield” sites. These sites have the potential to contaminate groundwater. Significant state and federal dollars are now available for brownfield assessment, planning, and clean-up in advance of redevelopment.
- **The City should continue to require** the construction of on-site detention and infiltration systems to reduce non-point sources.
- **Promote non-metallic mining registration and operation standards.** The County’s mineral resources have potentially significant economic, community, and environmental impacts on local areas and the County as a whole. Wisconsin now has administrative rules on the reclamation of nonmetallic mines (NR 135). The new State standards address the reclamation of mineral extraction sites after extraction operations are complete. They do not address the impacts on roads, neighboring properties, and the environment of active extraction operations. The State reclamation program also provides procedures for mineral producers and land owners to register the locations of marketable nonmetallic mineral reserves. The effect of the registration is to prohibit the granting of zoning-type permission for any land use activities that would permanently interfere with the future extraction of the mineral deposit. Registration does not require that City, revise its land use plan designations for the property. It does mean that a subsequent zoning change to implement that planned land use designation may not take effect if the zoning change would interfere with future mining. The City should cooperate with the County to accurately record all registrations within the 3-mile ETJ and share this information with the towns.
- Work to **protect rare species and wildlife habitat areas**, such as through submittal of a “Wisconsin Natural Heritage Inventory Request Form” to WisDNR whenever a new subdivision or major development proposal is presented within a section of land where a rare species has been identified.
- **Preserve Environmental Corridors and Other Key Features.** Continuing the recommendations contained in the City’s previous land use and park plans, this Plan recommends that the City continue to use the mapped environmental corridors to protect open space and direct development to lands suitable for construction. The City should update its Official Map to incorporate environmental corridors and proposed drainageways and parks shown on the Planned Land Use Map. The City should also work cooperatively with the County, WisDNR, and local landowners to restore environmental features by re-establishing some of the original stream channels and re-directing flow back into marsh areas. Requiring a vegetative buffer of 75-feet around all wetlands and navigable streams is another approach to protecting water quality and wildlife habitat. To accomplish these recommendations, the City should adopt a wetland protection ordinance.
- **Build on the City’s natural resources** to promote tourism and local economic development. Cooperate with the Ice Age Trail Foundation on trail installation and maintenance from Devil’s Lake State Park through the historic downtown square and out to Mirror Lake; running along the Baraboo River, connecting to the Circus World Museum and the UW Campus.
- Cooperate with other units of government and non-profit land conservation agencies on preservation of natural resources which are under shared authority or cross government boundaries.
- Encourage programs that help educate citizens on the tools, programs, and incentives that protect the natural environment. Work with the County Forester, the university, and the school district to implement outreach programs for the eradication of invasive species, and to educate area youth on the importance of preserving the areas natural resources and heritage.

G. Cultural Resources Inventory

Preservation of historic and cultural resources fosters a sense of pride, improves quality of life, and provides an important feeling of social and cultural continuity between the past, present and future. Historic and cultural preservation can also provide economic benefits to property owners and communities. The following sections describe the significant historic and archeological resources in the City.

1. History of Baraboo

According to legend, Baraboo is named after Jean Baribault, whose spelling of name gradually evolved to Baraboo. Baribault was a French trader and trapper who bartered with the Indians near the mouth of a stream which today bears his name. Initially only the river was called Baraboo; the name later applied to the hills, the city, and the town.

From the beginning, early families were attracted to Baraboo's ideal location and abundant water supply. The lumbering industry flourished upon the banks of the Baraboo River; trading for the rich agricultural land surrounding the town soon followed, serving as a catalyst for Baraboo's progressive growth. A charter election in 1866 created the Village of Baraboo; sixteen years later, on April 1, 1882, Baraboo became a city by legislative action of the State of Wisconsin.

2. Historic Resources

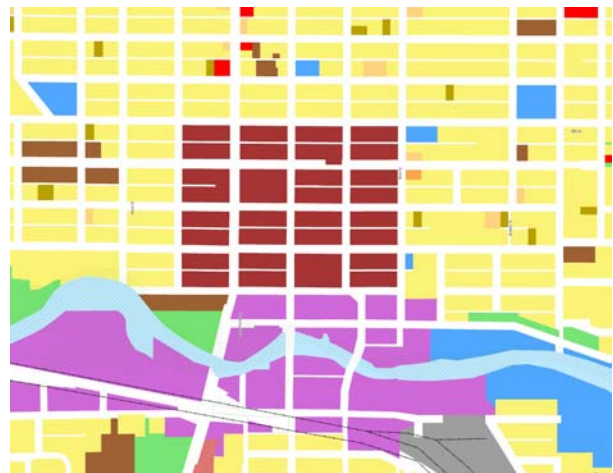
Much of Baraboo's history is captured in the buildings constructed during the city's boom from the turn of the 20th century. There are several buildings and districts in the City of Baraboo listed in the National Register of Historic Place (NRHP) and the State Register of Historic Places (SRHP).

The City has incorporated historic preservation requirements within the Zoning Code to further the protection, enhancement, perpetuation and use of any place, structure or object of special character or special historic, archaeological, or aesthetic interest or other significant value. The Plan Commission has been designated the Historic Preservation Commission, and they are charged with the task of implementing the Code section. All listings on the Nation and State Registers are subject to the Code; as are other entities voluntarily submitted that meet the criteria outlined.

The area of the City generally regarded as "historic" is the downtown square and the Baraboo River Corridor—generally bound by Birch St. on the west, 5th St. on the north, Maple St. on the south, and East St. on the east. (Please review the accompanying map.) Some historic residences are found in the "downtown" area, while others are located north of 8th Street. Moreover, the City has never defined or mapped a true historic district, and this may be a long-term goal of the community to promote tourism and preservation efforts.

The following properties/places are listed on the National Register of Historic Places in the City of Baraboo. These include:

- The Sauk County Court House (March 1982)
- The Manchester Street Bridge (Oct. 1988)
- The Al Ringling Theater (May 1976)
- The Thompson House Hotel (Dec. 1997)
- The William Clark House (April 1980)



- The Baraboo Public Library (listed Sept. 1981)
- The Ringling Brothers Circus Headquarters Barn (Aug. 1969)
- The Ringling Brothers Circus World Museum (Aug. 1969)
- The Charles E. Ringling House (March 1997)
- The Terrell Thomas House (Dec. 1978)
- The Albrecht C. Ringling House (May 1976)
- The Gust Brothers Store (Aug. 2002)
- The Jacob Van Orden House (Sept. 1996)
- The A.G. Tuttle House (Nov. 1980)

There are an additional 267 properties documented as having historic and/or architectural significance and listed on the State Historical Society's Architecture and History Inventory (AHI) which contains data on a wide range of historic properties throughout the state—such as round barns, cast iron bridges, commercial buildings, schoolhouses, and turn-of-the-century homes—that create Wisconsin's distinct cultural landscape.

3. Sauk County Historical Museum

The Sauk County Historical Museum is located at 521 4th Avenue in the City of Baraboo and is housed in the historic Jacob Van Orden Mansion, built in 1903. The Museum's collection includes thousands of artifacts, records and photographs describing Sauk County's families, architecture and early inhabitants. The Museum has an extensive genealogical collection and historic records of the County's newspapers in German and English.

4. Circus World Museum

By being the home or winter quarters of more than 100 traveling tent shows more than a century ago, Wisconsin became known as "The Mother of Circuses." However, with the Ringling Bros. Circus founded in Baraboo in 1884 by five brothers, greater acclaim and stature was brought to the City. The Ringling Bros. Circus wintered in Baraboo until 1918, the year before it merged with the Barnum & Bailey Show—purchased by the Ringlings in 1907—to become the Ringling Brothers and Barnum & Bailey Combined Shows.



In 1954, John M. Kelley, the Ringlings' personal attorney (and Portage native), incorporated the Circus World Museum as a historical and educational facility. Following state-wide fundraising efforts, the museum was deeded debt-free to the state and opened to the public July 1, 1959 on the very same banks of the Baraboo River where the Ringling circus had wintered for 34 years. Since its opening in 1959, Circus World Museum has been owned by the Wisconsin Historical Society. Since 1960, the Museum has been operated by a not-for-profit, educational foundation, now known as Circus World Museum Foundation. And thanks to the efforts of Chappie Fox, the Museum has an extensive collection of circus wagons.

The Circus World Museum produces and stages the Great Circus Parade annually. For many years the parade was held in downtown Milwaukee, but due to budget constraints associated with hosting the parade, it was moved back to the streets and historic downtown square of Baraboo in 2005. The Parade is a two-and-a-half mile, historical re-creation and celebration of the lavish American circus street parades from a century ago. Each of the units designed to accurately depict an element of American circus history.

Additionally, the Museum hosts the Great Circus Festival concurrent with the Parade. This includes live Big Top performances and the Kids World Circus, circus wagon displays, exotic animal rides, a grad carousel, a petting menagerie and band organ concerts.

Preceding and following the Parade in Milwaukee, the Great Circus Train—with authentic antique railcars—carried Circus World Museum's animals, treasures, and performers to the Great Circus Festival and Parade. Passengers on the train are the invited guests of the Museum, typically reserved for donors to the Museum. With the Festival and Parade in now held Baraboo the Train will remain on the Museum grounds.



5. Archeological Resources

According to the State Historical Society and local sources, there were nine known archaeological sites in the planning area as of June 2003. This does not include all of the sites that might be present in the City.

Few of the sites reported to the Society or noted by local interested parties have been evaluated for their importance, or eligibility for listing on the State or National Register of Historic Places.

Under Wisconsin law, Native American burial mounds, unmarked burials, and all marked and unmarked cemeteries are protected from encroachment by any type of development. Many of these sites are located on private land, and may not be viewed by the general public.

H. Cultural Resource Goals, Objectives, Policies, and Recommendations

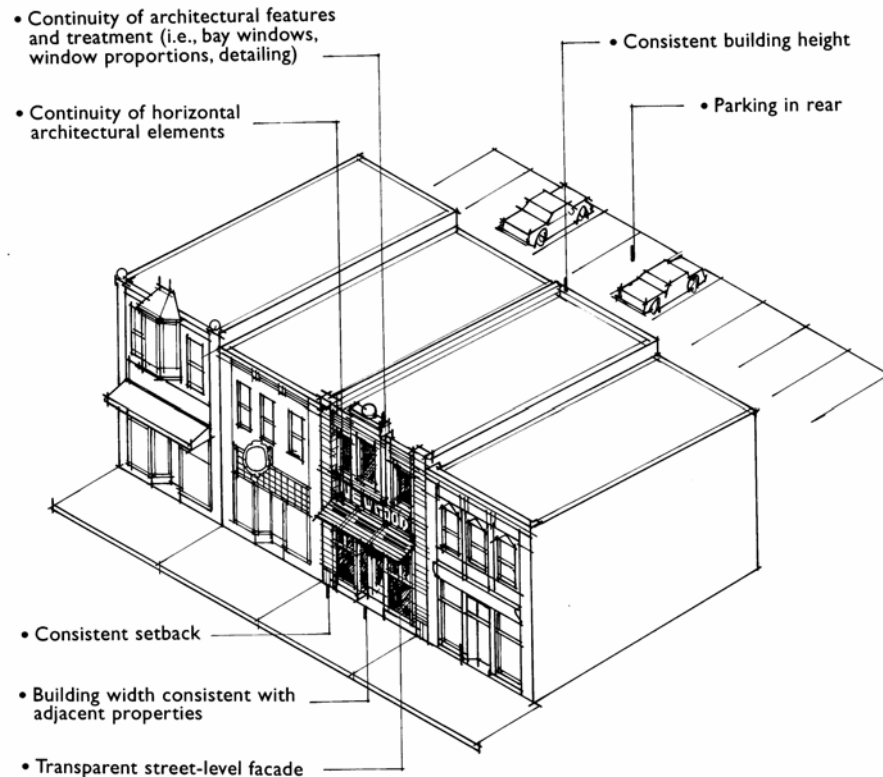
Goal: Preserve, enhance, and promote Baraboo's small-town, historic character.

Objectives:

- a. Promote and preserve the historic downtown area as the City's community center and gathering place.
- b. Identify and protect unique historic and archeological areas within the City and planning area.

Policies:

- The City should consider developing an historic preservation plan for the downtown district. Historic preservation plans articulate the goals of historic preservation for the community and provide an organized framework for efforts to preserve historic properties. The plan could prioritize individual buildings and districts for preservation and reinvestment, identify specific areas and opportunities for rehabilitation and redevelopment, and provide design guidelines that promote appropriate development and rehabilitation in a manner compatible with Downtown Baraboo's historic character. The plan might also identify strategic amendments to the Central Business (B-1) zoning district to help preserve the historic character of the downtown area.
- The State Historic Preservation Office and the U.S. Department of the Interior also lists communities as a Certified Local Governments (CLGs). Municipalities designated as CLGs must demonstrate the following: enforcing appropriate local ordinances for the designation and protection of historic properties; establishes a qualified historic preservation commission by local ordinance; maintains a system for the survey and inventory of historic properties; and provides for public participation in the local historic preservation program. CLGs are able to apply for Wisconsin Historic Preservation Fund subgrants to be used for eligible CLG activities. CLGs are also able to officially comment on National Register of Historic Places nominations. The City of Baraboo should pursue this State and National designation.
- Continue to emphasize the value of remaining historic resource areas as community focal points. Continue to encourage the preservation of historically and architecturally significant structures/districts and archeological resources in the City, especially the historic downtown and historic residences. Continue to update records and mapping to fully document these resources. Utilize the Circus World Museum and the Ice Age Trail as a catalyst for redevelopment of the Water Street/Baraboo River Corridor.
- Encourage new development forms that celebrate the City's history and, especially in those parts of the planning area outside the City boundaries, the area's agricultural heritage. A local façade improvement program has helped finance several historic building renovations in the downtown area. Continue detailed development review procedures for development in the downtown area, and promoting new building styles and materials consistent with historic styles to preserve the area's character and heritage. Continue to provide convenient parking opportunities along the street, but direct most of the downtown parking to the rear of the buildings or to nearby municipal lots. See Figure 4.

Figure 4: Appropriate Historic Downtown Development

- Cooperate with the Sauk County Historic Society to protect resources that contribute to Baraboo's character. The Historic Society currently conducts a historical homes tour every other year. This type of event should be expanded and conducted on an annual basis, as well as promoting its historic and architecturally significant buildings through exhibits, brochures and self-guided walking tours.
- Work with the downtown businesses to continue to enhance the role of the historic downtown area as the City's activity hub. To encourage preservation projects in Baraboo's historic downtown area and surrounding neighborhoods, economic incentives may be offered to private landowners interested in protecting their properties. These incentives help offset additional costs that may be necessary to comply with other, more regulatory aspects of an historic preservation program. The primary economic incentive for historic preservation is in the form of tax credits.
 - Property owners can qualify for a 20% federal Investment Tax Credit (ITC) to rehabilitate their historic commercial, industrial, and rental residential properties. Preservation tax incentives are available for buildings that the Secretary of Interior has listed on the National Register of Historic Places. In Wisconsin, owners of historic properties can claim an additional 5% ITC from the State against the approved costs of the rehabilitation of their building. All work must comply with federal guidelines established in the Secretary of Interior's Standards for Historic Building Rehabilitation.
 - At the state level, another tax relief program provides a 25% Wisconsin ITC for the rehabilitation of owner-occupied structures that either contribute to a National Register-listed historic district or that are individually listed—or eligible for listing—with the National or State Register. To qualify, rehabilitation expenditures must exceed \$10,000 and the State Historical Society must certify that the work is compatible with the historic character of the building. All applications must be made to the State's Division of Historic Preservation, where required forms and additional information can be obtained.

- Historic property owners can apply for grant funding from the Wisconsin Humanities Council's Historic Preservation grant program. The program provided grants for projects that enhance the appreciation of important historic buildings or decorative art works. Preference is given to significant preservation projects in small towns with populations less than 30,000. All applications must be made to the Wisconsin Humanities Council, where additional information can be obtained.
- Support community events and programs which celebrate the history and culture of Baraboo, especially in the off-season. Cooperate with the School District, University, Chamber of Commerce, Historic Society, churches, civic clubs, and other groups.

Map 2: Natural Areas

CHAPTER FOUR: LAND USE

CHAPTER FOUR: LAND USE

This chapter of the Plan contains a compilation of background information, goals, objectives, policies and recommended programs to guide the future preservation and development of public and private lands in the City of Baraboo. This chapter includes maps showing existing land uses and recommended future land uses over the 20 year planning period, and provides other related land use data and analysis as required under §66.1001, Wisconsin Statutes.

A. Existing Land Use Inventory & Pattern

An accurate depiction of Baraboo's existing land use pattern is the first step in planning for a desired future land use pattern. The City's consultant conducted an inventory of the existing land uses using data from the City, aerial photography, spot field checks, and consultation with City staff. The resulting Map 3a, which illustrates a detail of the City limits, and Map 3b, which illustrates the City and its 3-mile extraterritorial area, reflects the City's existing land use pattern as of spring 2004.

Historically, plans for the City were based on distinguishing between the type and intensity or density of development, but did not explore issues of community character. This *Plan* is specifically designed to address issues of land use, development density and intensity, *and* community character on a more comprehensive basis. Maps 3a and 3b divide existing land uses in the City of Baraboo and surrounding area into several categories:

1. Land Use Map Categories

- **Agriculture/Rural:** agricultural uses, farmsteads, open lands, vacant parcels and single-family residential development with densities at or below 1 dwelling per 35 acres;
- **Exurban Residential:** single-family residential development, generally at densities between 1 dwelling unit per acre and 1 dwelling unit per 35 acres;
- **Single Family Residential:** sewered single-family residential development at densities up to 4 dwelling units per acre;
- **Two-Family Residential:** two-family and attached single-family residential development (duplexes, town homes, flats), generally at densities up to 8 dwelling units per acre;
- **Mixed Residential:** a variety of residential units at densities averaging 8 dwelling units per acre;
- **Central Mixed Use:** pedestrian-oriented indoor commercial, office, institutional and residential uses with streetscaping and low-key signage typically associated with downtowns;
- **Planned Mixed Use:** high-quality commercial, office, institutional and residential uses planned for areas outside of the downtown area;
- **Planned Office:** high-quality office, institutional and office-support land uses with very generous landscaping and limited signage;
- **Neighborhood Office:** neighborhood-related professional office and office-supporting uses which preserve neighborhood residential character through building scale, building appearance, landscaping and signage;
- **Planned Business:** high-quality indoor commercial, office and institutional land uses, with generous landscaping and limited signage;
- **Neighborhood Business:** residential, office, and neighborhood supporting institutional and commercial uses which preserve the residential character through building scale, building appearance, landscaping and signage;
- **General Business:** indoor commercial, office, institutional, and controlled outdoor display land uses, with moderate landscaping and signage;

- **Planned Industrial:** high-quality indoor manufacturing, assembling and storage uses with generous landscaping and limited signage;
- **General Industrial:** indoor industrial land uses and controlled outdoor storage areas, with moderate landscaping and signage;
- **Landfill/Extraction:** sites either in current or previous uses as a landfill; quarries, gravel pits, clay extraction, peat extraction and related uses;
- **Institutional:** large-scale public buildings, hospitals, and special-care facilities. Small institutional uses may be permitted in other land use categories;
- **Preserved Private Open Space:** privately-owned open space areas;
- **Public Open Space:** park and open space facilities devoted to playgrounds, play fields, play courts, trails, picnic areas, and related recreational activities;
- **Environmental Corridor - Lowland:** continuous systems of open space that include environmentally sensitive lands and natural resources requiring protection from disturbance and development, and lands needed for open space and recreational use, based mainly on drainageways, stream channels, floodplains, wetlands, and other resource lands and features;
- **Surface Water:** lakes, rivers and perennial streams;
- **Rights-of-Way:** publicly-owned land for transportation uses, including roads, highways, and railroads.

2. Existing Land Use Pattern

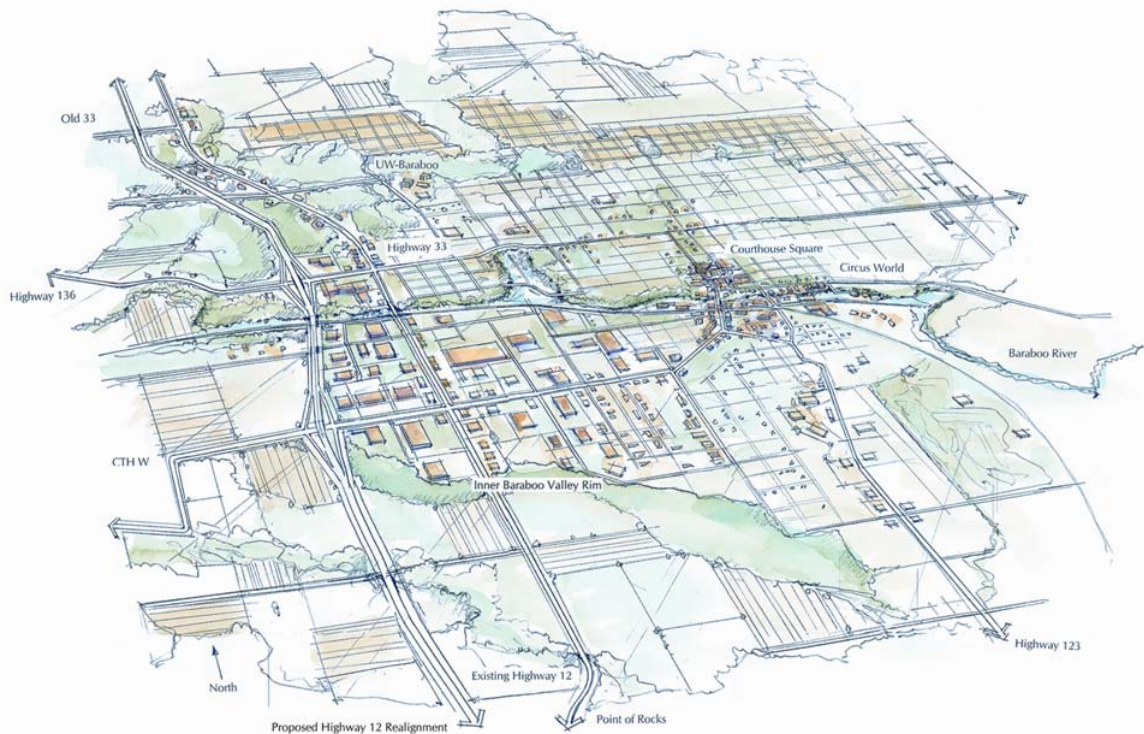
Baraboo has developed historically as a free-standing small city with defined edges in a natural “bowl” of the Inner Baraboo Valley. Development in Baraboo has been primarily dictated by major transportation corridors and land use features; namely U.S. Highway 12 and STH 33, 113 and 123, and the presence of Devil’s Lake State Park to the south of the city, and lands with slopes greater than 20 percent located to the east of the city. The City has been expanding to the north, south, and southwest over the past decade. The unique and beautiful natural setting of the city within the bowl is jeopardized by development steadily approaching the rim.

Map 3a and 3b depict the existing land use pattern within the City of Baraboo and its Planning Area. Table 11 summarizes the existing acreage within the various land use categories in the City. The following is a summary of the development patterns depicted in this map.

Residential Development

The City of Baraboo is predominately a single-family development area, with over 900 acres of its total land area dedicated for such use (comprising 58 percent of all land development in the City). The density of single family development ranges from four to six homes per gross acre, and all residential development within the City is served by municipal sanitary sewer and municipal water. Most of the older single family residential development and relatively small lots are located around the downtown area on both sides of the river. Several properties in these neighborhoods are included in the City’s designated historic districts.

Most of Baraboo’s older neighborhoods reflect the linear street design pattern. This traditional grid pattern of rectangular blocks with individual lots fronting parallel streets is common in many Wisconsin settlements. This design was popular in the early years of community development because it efficiently accommodated sewer, water, utility and street network extensions, but resulted in many streets and lots with challenging topography. As Baraboo grew, the grid pattern continued, and only in recent years have the more contemporary residential development design patterns emerged.



Much of the City's residential development from the 1960s/70s to the present reflects the curvilinear design, where streets and lots follow the natural contours of the land. This pattern complements the local topography but often results in longer, odd-shaped blocks as opposed to the traditional and predictable grid pattern. In general, the contemporary development design encourages slower vehicle speeds, but it can also make it more difficult to provide municipal and emergency services. Public participation throughout the comprehensive planning effort indicated strong support for new patterns of neighborhood design that combine the efficiencies and connected feeling of the grid pattern. Further, sensitivity to site features and gentle transitions of land uses within and on the edges of neighborhoods is preferred.

The Planning Area's *Septic Residential* development is found outside of the City's municipal limits. These developments include several subdivisions along the north edge of the city, and rural development to the south at the edge of the foothills and Devil's Lake State Park.

The City's *Two-Family Residential* development is generally clustered around the downtown area. However, as Map 3a illustrates, duplexes and townhomes are scattered around the City to the north of the river.

Mixed Residential development—akin to multifamily developments and condominiums—typically with anywhere from eight to twelve units per acre, are located on scattered sites throughout the community. While the City certainly does have apartment developments, many of the *mixed residential* development site are for senior housing.

Business and Office Development

There are approximately 275 acres in Baraboo used for commercial or office development. Assessing a precise acreage for these activities is difficult as many times they are part of other land uses, more specifically the central mixed use around the Courthouse Square. The historic downtown area contains specialty shops, services, offices, restaurants, entertainment uses, offices and residential uses.

Business and office development is scattered throughout the City and typically is located adjacent to institutional land uses. These developments can be found near St. Clare Hospital and near the High School along Eighth Avenue.

General Business areas are generally scattered along the major roadways in the City, including: along USH 12 on the west side of the City, along the STH 33 corridor, along South Blvd., and the Baraboo River/Water St. area (STH 1113 and STH 123). Though, most of the recent commercial development has occurred on the City's west side. A few individual projects on the west side—specifically Wal-Mart and Menard's—have *Planned Business* characteristics with more landscaping, architectural design and modest signage.

There are truly no areas in the City that fit the *Planned Office* land use category, embodied by high-quality office, institutional and office-support land uses. These are higher-end employment places with high-quality building materials and design, very generous landscaping, and limited signage.

There are some *Neighborhood Business* uses interspersed in the City's residential areas.

Industrial Development

Industrial uses in the City are predominantly located along the south bank of the Baraboo River—adjacent to the rail line—and in the southeast part of the City along South Street. A newer industrial area is emerging at the south edge of the City along Lake Street—again, adjacent to the rail line. The land use inventory identifies there to be approximately 275 acres of industrial land—accounting for nearly 10-percent of the City's land area.

The Baraboo River industrial area is typified by older, more historic and rail-oriented industrial development. Buildings and properties contain aging materials, increased outdoor storage and operations, and minimal screening and buffering from adjacent land uses. Users include: Onyx.

The South Street industrial area incorporates elements associated the newer, park-like developments of the past twenty years. Properties contain very large floor plates with increased attention to the sites, including landscaping, building materials, and stormwater management. Users include: Sysco Foods, Teel Plastics, and Flambeau.

The newest industrial area located along Lake Street to the east of the golf course, known as the Devil's Lake Business Park., has high-quality indoor manufacturing, assembling operations, with generous site landscaping, improved building materials, and limited signage. Users include: Teel Plastics.

Other Development

With the City's presence as the county seat, a over 350 acres of land area—over 10-percent of the City's total land area—are occupied by institutional uses. These users include the County Courthouse and Annex, the County Fairgrounds, , City functions—City Hall, City Services Building, Library, Civic Center, community schools, wastewater treatment facility, and the hospital. Also included in this category is UW-Baraboo, a member of the University of Wisconsin system, the Circus World Museum, a nationally recognized facility, and many religious institutions.

3. Land Development Trends

According to the City Building Inspector, for the five year period between 2000 and 2004, the City issued a total of 2,532 building permits. These were for everything from new residences and nonresidential buildings to building additions and renovations to garages. During this timeframe, the City issued 213 permits for the construction of new residences, and average of 43 housing permits each year. Between 1995 and 2004, approximately 450 acres of land were added to the City's Urban Service Area and annexed into the City. Most of this acreage (approximately 370) was added after 2000.

The trends in the land market in the Baraboo area suggest increasing land values and lot prices. This is reflective of the accelerating demand for new development in the area, and the increasing relationship between the Baraboo area and both the higher-priced Madison area market and the Lake Delton/Wisconsin Dells recreation market.

The State Department of Revenue reported an increase in the total equalized values of the City of Baraboo between 1999 and 2004 as follows: \$419,459,600 to \$643,842,300 (a \$224,382,700 increase)

Raw land values have increased significantly in the City area over the past several years. The average selling price per acre of undeveloped at the edges of Baraboo has recently been approximately \$15,000 per acre. This has made farm-to-farm transactions virtually impossible in this area.

New residential lots in the City sell for approximately \$50,000 to \$80,000. The average sale price of existing homes in Baraboo was \$160,000 in 2004.

Table 10: Parcels Created 1992 – 1996

Location	1992	1993	1994	1995	1996	TOTAL
City of Baraboo	86	45	149	37	31	348
Sauk County	478	597	663	336	504	2608

Source: Sauk Co. Treasurers Office

Table 11: Existing Land Use Totals for the City of Baraboo

Land Use	Acres*	Percent
Agriculture/Rural	413	13%
Single Family Residential	933	30%
Two Family Residential	39	1%
Mixed Residential	173	6%
Neighborhood Business	14	<1%
Neighborhood Office	<1	<1%
Planned Business	41	1%
General Business	193	6%
Central Mixed Use	26	1%
General Industrial	248	8%
Planned Industrial	27	1%
Extraction	-	-
Institutional	354	11%
Recreation	237	8%
Environmental Corridor	29	<1%
Vacant	348	11%
Surface Water	-	-
Right-of-Way**	50	2%
TOTAL	3,125	100%

Source: GIS Inventory, VANDEWALLE & ASSOCIATES, 2004

** Values have been rounded to nearest whole number*

*** An accurate total of right-of-way cannot be determined. This figure may represent ROW with a constructed roadway or ROW that has been platted but no constructed roadway.*

Map 3a: Existing Land Use (Detail)

Map 3b: Existing Land Use (3-mile ETJ)

4. Existing Land Use Conflicts

There are a number of areas in and around Baraboo where existing land uses conflict with adjoining land uses. This includes:

- Along the Lake Street corridor where industrial plants operate across the street from residential uses and the golf course;
- Around Lynn and Briar Streets where the farm co-op and other general industrial uses operate adjacent to residences;
- Around Case Street where industrial operations are adjacent to residences; and
- Other areas identified as existing land use conflicts were the industrial development on Water Street abutting downtown residential, commercial, office, and institutional uses; noise and smells emitting from uses.

This *Plan* seeks to minimize these types of potential conflicts through thoughtful planning and implementation, and through strategic redevelopment efforts.

5. Land Use Projections

Wisconsin statutes require comprehensive plans to include projections, in five-year increments, for future residential, agricultural, commercial, and industrial land uses in a community over the planning period.

The City grew by 16.4-percent from 1990 to 2000, an average of 1.64-percent per year. Land use projections are based on the assumption the City will continue to grow by the same rate per year over the planning period. This results in an increase of 5,173 persons through 2025. Typically this exponential type of projection is considered as establishing a high growth scenario for a community. However, Baraboo has grown at a consistent rate from 1980 through 2000, and therefore this approach should be considered as a *moderate* growth projection.

This moderate growth scenario projects an increase in 5,173 persons over the planning period. Assuming the same average household size, this would result in an increase of 2,220 new households. We also assume a residential density of four units per acre based on the City's current density. This results in the need for approximately 517 additional acres over the twenty year planning period—or approximately 103 acres of residential land every five years—to meet the anticipated demand for residential development. Land use demand projections for residential use are based on forecasts for population and housing needs made in Chapter Two: Issues and Opportunities and Chapter Four: Land Use of this *Plan*, and are shown in Table 2.

Table 12: Projected Residential Land Use Demand

Projected Residential Dwelling Units	2005	2010	2015	2020	2025	Total 2005 - 2025
Number of projected additional dwellings	351	380	441	445	482	2099
Number of projected additional acres	88	95	103	111	120	517

Source: Vandewalle & Associates

According to the existing land use inventory conducted in the spring of 2004, the City has 275 acres of land utilized for commercial purposes. We assume the number of acres of land per 1,000 residents will be needed to serve the community in the future. Based upon this assumption, 25.7 acres per 1,000 residents will be needed. This results in the need for approximately 135 additional acres over the twenty year planning period—or approximately 27 acres of commercial land every five years—to meet the anticipated demand for commercial development.

Again, according to the existing land use inventory, the City also has 275 acres of land utilized for industrial purposes. The same assumptions are made for the future industrial needs as were made for the commercial needs. This also results in the need for approximately 135 additional acres over the twenty year planning period—or approximately 27 acres of industrial land every five years—to meet the anticipated demand for industrial development.

The *Plan* did not project agricultural land uses for the City. In general, remaining agricultural land within the City is projected to be an interim use pending development of the parcels. Within the planning area, the surrounding Towns of Baraboo, Fairfield, Greenfield, and Delton are planning for a significant portion of their land base to remain in agricultural use over the next 20 years.

To account for market inefficiencies, it is common practice to produce a planned land use map that provides double (2.0 times) the projected amount of land needed. The Steering Committee was somewhat comfortable with this approach. Specifically, the Steering Committee determined that the City's role as a regional center for shopping and professional services will likely, *and should*, expand. Furthermore, the Steering Committee wanted to ensure that adequate and appropriate lands were planned for residential, commercial and industrial development. Therefore, the Planned Land Use Maps 5a and 5b actually depict approximately 2.5 times the number of acres for residential, commercial and industrial development as projected.

6. Peripheral Growth Analysis

Before determining where all of the projected land uses should be located in and around Baraboo, it is important to analyze the various factors that influence where the community can logically expand its urban services. The Planning Area's topography, significant natural features, public lands, lands subject to conservation easements, and utility service areas all pose certain factors that will determine Baraboo's future growth.

Communities typically want to extend sanitary sewer lines uphill from treatment plants and lift stations, and keep water services under the same pressure to create efficient utility networks. Extending services beyond a ridgeline or up into a hilltop area will result in higher utility (e.g., lift stations) and road infrastructure costs. As time passes, the equipment needed to overcome topographic obstacles needs to be maintained and eventually wears out. Growth patterns that are guided by efficient utility network considerations keep public costs down.

Map 3a and Map 3b illustrate the location of publicly-owned lands in the planning area, including City-, Village-, Town-, County-, and State-owned parks and open space areas in the region. The map also shows lands which are owned by private interests, including The Nature Conservancy and the Aldo Leopold Foundation, among others.

Map 4 shows the City's Sanitary Sewer Service Boundary. This boundary, which includes the City and the Village of West Baraboo depicts the area planned for urban development with a full range of services including public sanitary sewer, public water supply and distribution systems, higher levels of fire and police protection, solid waste collection, urban drainage facilities and streets with curbs and gutters, street lights, neighborhood facilities such as parks and schools, and urban transportation systems. Delineating an urban service area allows the City to plan for the orderly extension of utilities and public services. Map 4 also shows the existing Town of Baraboo Sanitary Boundary, which encompasses a portion of the Town and recreational development around the Devil's Lake State Park. Homes within this area are also served by a public sanitary sewer system. It intended to provide a specific urban service to an area of *existing* development and limited additional urban development. Map 4 clearly identifies efficient sanitary sewer network expansion areas in all directions, especially lands to the along existing US 12 and land to the extending north of City to Man Mound/City View Roads.

B. Planned Land Use

1. Planned Land Use Pattern

The Planned Land Use Maps (Maps 5a & 5b) indicate recommended future land uses over the 20-year planning period and their location within the City and the ETJ. Changes in land use to implement the recommendations of this *Plan* will be at the request of property owners. This *Plan* will not compel property owners to change the use of their land. Instead, Maps 5a & 5b and the policies in this chapter will guide the City in its review of development proposals.

2. Planned Land Use Map Categories

Map 5a and Map 5b divides planned land uses in the City of Baraboo into several categories:

Agriculture/Rural/Vacant: This is the most common future land use designation shown within the surrounding towns. This designation acts as a “holding district,” and is intended to preserve productive agricultural lands in the long-term, protect existing farm operations from encroachment by incompatible uses, promote further investments in farming, maintain eligibility for farming incentive programs, and ensure that development does not land-lock the City. This designation focuses on lands actively used for farming and/or with productive agricultural soils and topographic conditions suitable for farming. It also includes woodlands and other open space areas not otherwise shown as environmental corridors on Map 5b. Lands in this category also include farmsteads, cottage industries, agricultural-related businesses, “value-added” farm production, and limited residential development at densities at or below one home per 20 acres. This density should be further reduced to one home per 35 acres to mimic the recommendations of the surrounding towns;

Septic Residential: This future land use designation is mapped primarily over existing and planned subdivisions outside of the City. The designation includes groupings of single-family residences that are located in a town, generally built on lots that are between one acre and ten acres in size, and served by private on-site or group waste treatment systems (not municipal sewer).;

Single Family Residential: This designation permits groupings of single-family residences that are located in the City, generally built on lots that are between 7,000 square feet and one acre (43,560 square feet) in size, and served by a municipal sanitary sewer system. Small public and institutional uses—such as parks, schools, and churches—may also be built within this designation;

Two Family Residential: This designation is primarily intended to allow groupings of duplexes that are in or adjacent to the villages and served by a municipal sanitary sewer system. Single-family detached housing, attached single family residences with individual entries (e.g., townhouses, rowhouses), and small public and institutional uses—such as parks, schools, and churches—may also be built within this designation;

Mixed Residential: This designation is intended for a variety of residential units focused on multiple family housing (3+ unit buildings), usually developed at densities that exceed six units per acre, and served by a municipal sanitary sewer system in or near the villages. Single-family detached housing, attached single family residences with individual entries (e.g., townhouses, rowhouses), existing mobile home parks, and small public and institutional uses—such as parks, schools, churches, and stormwater facilities—may also be within this designation;

Planned Neighborhood: This future land use designation is mapped over the planned northern and eastern neighborhood growth areas of the City. Traditional neighborhoods should include a carefully planned mixture of predominantly single-family residential development, combined with one or more of the following land use categories: two-family/townhouse residential, mixed residential, neighborhood office, neighborhood commercial, institutional, and park and open space facilities. This category is intended to accommodate the Traditional Neighborhood Design (TDN) forms of development. Approximately 70 percent of the dwelling units in the Planned Neighborhood area should be single-family detached units,

approximately 10 percent should be two-family units, and 20 percent multi-family units (represented by the “pie” symbol);

Neighborhood Office: neighborhood-related professional office and office-supporting uses which preserve neighborhood residential character through building scale, building appearance, landscaping and signage;

Neighborhood Business: This future land use designation is planned for areas along 8th Avenue and in other limited areas within the City. Neighborhood business uses should also be one component of the traditional neighborhood designation described below. The neighborhood business designation is intended for small-scale, neighborhood supporting retail, service, and office uses that preserve and blend with surrounding residential character through appropriate building scale, building appearance, landscaping, and signs;

Planned Office: This future land use designation includes high-quality indoor professional; research, development, and testing uses; health care facilities and other institutional uses; and support uses (e.g., day care, health club, bank). New development should have generous landscaping, no outdoor storage, modest lighting, and limited signage, and should comply with the design standards included in Chapter Eight: Economic Development;

Planned Business: This future land use designation is planned along portions of 8th avenue, portions of South Blvd., and along existing USH 12. It includes high-quality indoor retail, commercial service, office, and institutional buildings on sites with generous landscaping, modest lighting, and limited signage. New development and major expansions should comply with the design standards included in Chapter Eight: Economic Development;

Planned Mixed Use: This designation advises a carefully designed blend of planned business, mixed residential, office/research, and/or institutional land uses (represented by the second “pie” symbol on Map 7B). Approvals for such projects should be granted only after submittal, public review, and village approval of detailed site, landscaping, signage, lighting, stormwater, erosion control, and utility plans—usually as part of a Planned Unit Development. Mixed use centers are intended as vibrant urban places that should function as community gathering spots. Figure 6 generally illustrates suggested uses, designs, and characteristics of mixed use centers;

General Business: This future land use designation is planned for limited, scattered areas, notably for an area along South Blvd. This designation is intended for indoor commercial, telecommunications, and outdoor display land uses, with moderate attention to building design, landscaping, and signs;

Central Mixed Use: This designation is planned for the historic downtown area of Baraboo. This designation is intended for a mix of retail, commercial service, office, institutional, and residential (mainly upper stories) uses. These uses should be arranged in a pedestrian-oriented environment with on-street parking; minimal building setbacks; and building designs, materials, placement, and scale that are compatible with the character of existing development. New development, expansions, and exterior renovations should comply with general design standards in Chapter Eight: Economic Development and more detailed design guidelines adopted by the City;

Planned Industrial: This future land use designation is planned in expansion areas for the industrial/business parks. It includes high-quality indoor manufacturing, warehousing, distribution, office, and support (e.g., day care, health club, bank) uses with generous landscaping, screened storage areas, modest lighting, and limited signage. New development and major expansions should comply with the design standards included in Chapter Eight: Economic Development;

General Industrial: This designation is mapped over mainly developed portions of the City’s industrial/business parks. It includes indoor manufacturing, warehousing, distribution, office, and support (e.g., day care, health club, bank) uses, often with outdoor storage areas, and with low to moderate attention to building design, landscaping, and signage;

Urban Reserve Area: This overlay future land use designation defines three areas that may be appropriate for long-term urban (City) development beyond the present 20-year planning period; however, though this does not preclude development before the end of the planning period. These include lands:

- West of the proposed Highway 12 Bypass, suggested for a possible future business park.
- South of the Mine Road extension, along existing USH 12, suggested for planned office, planned mixed use, and planned neighborhood development.
- At the entrance of the Devil's Lake State Park, suggested for a possible mixed use area.

Premature development and utility extensions should not be promoted in these areas. The policies of the agriculture future land use designation should apply in the mean time.

Extraction: This designation includes lands in current or approved use for sand, gravel, or rock extraction. These include the operations to the north of the City. The Town intends to review future requests for additional extraction operations in accordance with detailed policies within this Plan;

Institutional: This designation includes large-scale public buildings, schools, religious institutions, the Sauk Prairie Airport, power plants and substations, hospitals, and special care facilities. Maps 7A and 7B generally show existing locations of such facilities only. Future small-scale institutional uses may be located in areas planned for residential, business, office, industrial, mixed, or traditional neighborhood uses, while larger-scale institutional uses should generally be avoided in planned residential or traditional neighborhood areas;

Parks/Public Open Space: The designation is mapped over existing and planned publicly-owned land designated as state parks, scenic areas, wildlife areas, and conservation areas; county parks and recreation areas; City parks; and recommended landscaped buffer areas between residential development areas and industrial uses or highways. Future parks may also be sited within other land use designations.

Environmental Corridor (Overlay Category): The environmental corridor designation is mapped along the Baraboo River, along Skillet, Seeley, Leech, and Pine Creeks, and along other minor streams and drainageways. Environmental corridors are continuous systems of open space that include environmentally sensitive lands, natural resources, and endangered or threatened species habitat intended for long-term open space use. In the Baraboo area, the following features define the areas planned as environmental corridors on Maps 5a and 5b:

- Wisconsin DNR designated wetlands (does not include all possible wetlands).
- FEMA designated floodplains (includes both floodway and flood fringe).
- 75 foot setbacks from both sides of navigable waters and defined drainageways.
- Slopes greater than 12 percent.

Surface Water: lakes, rivers and perennial streams.

Projected land use was determined by a number of factors, including development trends, plans currently in the development process, areas that are logical for future development due to their proximity to existing development, and environmental and soil constraints.

Table 13 shows the acreage included in each planned land use category on Map 5a and 5b. The categories are described in greater detail in Section C below.

Table 13: Planned Land Use Acreage Summary

Land Use	Acres	Percent
Agricultural/Rural/Vacant	70	1%
Septic Residential	423	5%
Single Family Residential	1,100	12%
Two Family Residential	120	1%
Mixed Residential	100	1%
Planned Neighborhood	3,070	34%
Neighborhood Office	12	<1%
Neighborhood Business	18	<1%
Planned Office	-	-
Planned Business	603	7%
General Business	72	1%
Central Mixed Use	61	1%
Planned Mixed Use	204	2%
Planned Industrial	775	8%
General Industrial	215	2%
Institutional	651	7%
Park/Open Space	275	3%
Urban Reserve Area	1,361	15%
TOTAL	9,130	100%

Source: GIS Inventory, VANDEWALLE & ASSOCIATES, 2005

C. Land Use Goals, Objectives, and Policies

Goal: Enhance and maintain the City's unique neighborhoods.

Objectives:

- Promote redevelopment of lands with existing infrastructure and public services and the maintenance and rehabilitation of existing residential, commercial and industrial structures.
- Design livable neighborhoods in Baraboo that are pedestrian oriented and are generally located within a ten minute walk (approximately 1/3 mile) of a public park, open space area, or greenway.
- Discourage high traffic volumes and speeds in residential neighborhoods.
- Develop and enforce property maintenance codes and outdoor storage codes to maintain neighborhood quality and tax base stability.
- Design new neighborhoods so that they are centered around civic spaces such as parks, schools, churches, monuments, and similar features.
- Prohibit incompatible land uses (e.g. high traffic generators, noisy or unaesthetic uses) from locating within or next to residential neighborhoods.
- Encourage the preservation of historically and architecturally significant structures in Baraboo.
- Protect and enhance Baraboo's economic independence.

Goal: Enhance and maintain the City's downtown area.

Objectives:

- a. Provide for mixed use development in the downtown area.
- b. Encourage rehabilitation, redevelopment, and infill development of older areas in the downtown in a manner which respect's Baraboo's character, is compatible with surrounding uses, and improves overall appearance.
- c. Encourage the development of public access along the Baraboo River.
- d. Protect the unique quality of the downtown by requiring buildings to be two- to four-story with a zero lot line setback requirement.

Goal: Maintain the City as a predominantly single family community.

Objectives:

- a. Incorporate general neighborhood design standards to provide for a minimum of 70% single family dwelling units, a maximum of 25% multiple family apartment dwelling units, and a maximum of 15% attached single family, duplex, two-flat, townhouse, and condo dwelling units in each new "*planned neighborhood*."

Land Use Policies

Policies are rules or courses of action used to ensure plan implementation and to accomplish the goals and objectives of this plan element. The following policies are intended to be used by City decision-makers on a day to day basis. For example, the Planning Commission should use these policies as it considers proposals to rezone property, review site plans, or issue conditional use permits. Site plans, Development Agreements and Intergovernmental Agreements may be used to refine these policies on a site-by-site bases, in instances where the overall public benefit prevails.

The policies listed in this *Plan* should provide guidance to the City as it revises development-oriented ordinances such as the Zoning Ordinance, Subdivision Ordinance, and the Official Map. City staff can use these policies to develop capital improvement plans. Finally, the development community should be familiar with these policies so that it gains an understanding of City expectations in terms of the location, timing, and quality of development over the planning period.

Goal: Preserve and establish visually attractive development.

Objectives:

- a. Preserve and re-establish attractive gateways and entryways into the community.
- b. Establish high design standards in the City's Zoning Ordinance for buildings, landscaping, signage, exterior lighting, building materials, and parking lots.
- c. Promote the implementation of the Tourist Entertainment Corridor Design Guidelines along USH 12 north of the City's forest land.
- d. Work with the Village of West Baraboo to develop design guidelines for non-residential development along USH 12.

Goal: Create an efficient and sustainable development pattern.

Objectives:

- a. Promote redevelopment, rehabilitation, and infill opportunities in the downtown square, along the Water Street/Baraboo River corridor, aging commercial areas on South Blvd. and STH 33, and scattered infill site in the community to preserve the City's character as a free-standing, compact community with defined edges.
- b. Ensure that conflicts between neighboring land uses are minimized with logical land use transitions and buffer yards.
- c. Ensure that a desirable balance and distribution of land uses is achieved.

- d. Use existing public facilities to serve new development whenever possible.
- e. Require all new development within Baraboo's long-term growth area to be served with the full array of municipal services, including sanitary sewer, storm sewer, municipal water, police, and fire, and garbage collection service.
- f. Encourage collaboration between the City, Village of West Baraboo, Sauk County, and neighboring jurisdictions with regard to planning initiatives and development policies.
- g. Coordinate land development with transportation system improvements.

1. Urban and Rural Development Policies:

- a. With the exception of rural homes at a maximum density of one new dwelling unit per 35 acres, all non-agricultural development on lands located within Baraboo's extraterritorial jurisdiction should be prohibited until it can be served with the full array of municipal services. Larger-scale septic development is strongly discouraged within the City's extraterritorial jurisdiction because large unsewered lots can not be efficiently served with essential public services including municipal sanitary sewer and water, storm sewer, sidewalks, high levels of police and fire service, street maintenance, parks and schools/bus routes. Unsewered development is also discouraged because it allows for scattered development and land speculation that often results in premature conversion of productive agricultural land. Finally, over time, unsewered development tends to create complications and physical barriers to logical City expansion.
- b. Encourage neighboring townships to adopt and implement land use plans which emphasize agricultural preservation, allowance of very limited amounts of very low density (1 dwelling unit per 35 acres) residential development, and protection of natural resources in areas within the City's extraterritorial jurisdiction, but outside the City limits.
- c. Discourages the creation of subdivisions and non-residential development not served by public water and sanitary sewer within the City's extraterritorial jurisdiction.

2. Detailed Development Plan Policies:

- a. Piecemeal, unplanned development is strongly discouraged by the City. New urban developments should be designed in the context of a detailed development plan for the subject area and its environs.
- b. The City should require that detailed development plans be prepared and adopted by the City Planning Commission and Common Council prior to the zoning, platting, and development of City expansion areas as defined in the Comprehensive Plan. These detailed development plans should include the proposed land use pattern of the area, recommended zoning for the area, recommended lot pattern, location of necessary municipal utilities, locations of parks, open space and civic or institutional buildings, and the proposed street system that will serve the area. The plans should also provide a development phasing timetable so the City can coordinate capital improvements with the development of the area.
- c. Where appropriate in Planned Neighborhood areas, the City encourages the utilization of traditional neighborhood design concepts as new neighborhoods are platted and developed. Traditional neighborhoods typically include a full range of housing types (single family, duplex, multi-family, townhouse); parks, plazas and public squares; civic buildings and civic art; bicycle and pedestrian paths/walkways; institutional uses (churches, schools, community centers, etc.) that serve as neighborhood focal points; and neighborhood scale commercial, service and office uses. The City should work with property owners and developers to create traditional neighborhood plans. It should be understood that in traditional neighborhoods, different types of land use, such as single family and multi-family residences, are not interspersed in a random manner, but instead are located in a logical, compatible manner.
- d. The City should consider the creation of a special traditional neighborhood zoning district to allow for implementation of the traditional neighborhood design concept.

3. Land Use Planning Policies:

- a. The City should actively encourage/promote infill development, redevelopment, and rehabilitation opportunities as a priority before the outward expansion of the City into productive agricultural lands, particularly for underutilized properties along Water Street/Baraboo River corridor, along South Blvd., Lynn/Potter/Depot/Briar Streets area, and in the downtown area.
- b. The City should strive for compatibility of adjacent land uses by requiring site plan review for all multi-family residential, commercial, office, industrial, recreational, and institutional land uses.
- c. Incompatible land uses should be buffered from each other through the strategic use of plant materials, decorative fences, walls, or berms.
- d. The City intends to require new development and redevelopment projects to include high quality building design, landscaping, and signage. Existing ordinances should be amended as needed to ensure that this policy is implemented in a fair and consistent manner.
- e. Major activity areas such as building entrances, service and loading areas, parking lots, and trash receptacle storage areas should be oriented away from less intensive land uses to the greatest degree possible.
- f. The City should utilize the site plan review process to require that the outdoor lighting of parking and storage areas be designed in such a manner that it should not shine onto adjacent properties or public rights of way.
- g. The City strongly encourages shared driveway access, shared parking spaces, and coordinated site plan designs in order to avoid the creation of commercial strips.
- h. The City should protect the visual quality of major community thoroughfares by requiring all development and redevelopment along these entry corridors to include site plan and design review.
- i. Encourage a detailed neighborhood planning process for lands designated as Urban Reserve Areas when ripe for development.

Planning for “Small City” Character

Many communities across Wisconsin have begun to realize the importance of community character planning as a component of a Comprehensive Plan. In particular, many older communities are now making concerted efforts to guide re-investment into “worn-out” portions of their community and to preserve historic resources. Commonly used techniques to guide community character and design include detailed site plan and building design review programs. Required landscaping standards and tough signage limitations are other commonly used aesthetic techniques.

Still, these endeavors cannot ensure that a community will retain its identity; that older neighborhoods will remain attractive to new residents; or that aging commercial areas will continue to compete successfully with new edge-oriented projects. In recognition of these more complicated challenges, progressive planning practice has evolved into the realm of truly planning, protecting, enhancing and creating the desired character of community development.

4. Downtown/Water Street/Baraboo River Corridor Development Policies:

- a. Encourage redevelopment in the downtown; facilitate the relocation of uses in the downtown which are not compatible with other retail, office, and institutional uses in the historic downtown area.
- b. The City should amend its central business area zoning district to address building setbacks, strict sign requirements, and architectural standards.
- c. Encourage new and renovated buildings adjacent to the river or those undergoing major renovation have two fronts (street side and riverside), with both fronts meeting the aesthetic standards for the downtown.
- d. The City encourages public-private partnership as a way to promote investment in the downtown area and the Water Street/Baraboo River corridor area to spur revitalization.

D. Planned Land Use Programs and Recommendations

This section of the *Plan* is intended to guide the land use development of the City over the next 20 years and beyond. The Planned Land Use Maps presented in this Chapter were determined by a number of factors, in-

cluding overall development trends, plans currently in the development process, areas that are logical for future development due to their proximity to existing development (see Maps 5a and 5b), and environmental, soil, topographic, drainage and other development constraints (see Maps 2, 3a, 3b, and 4). The Planned Land Use Maps and following detailed written recommendations also reflect the extensive public input the City received at several meetings and events held throughout the planning process, as described in Chapter One.

Long-range land use planning allows municipalities to phase and guide development in a manner that maintains community character, protects sensitive environmental features, and provides efficient municipal services. Land use planning also enables the City to identify lands well-suited for public purposes such as parks, schools, municipal facilities, major roads and drainage facilities.

Wisconsin Statutes specifically allow cities and villages to prepare plans for lands both inside and currently outside its municipal boundaries. To effectively manage growth, this *Plan* identifies desirable land use patterns within the existing City limits and in unincorporated areas around the City. Implementing many of the land use recommendations of this *Plan*, therefore, will be significantly aided by intergovernmental coordination and cooperation. Specific strategies to achieve this coordination and cooperation with neighboring jurisdictions are described in Chapter Nine: Intergovernmental Cooperation.

Although this *Plan* has been designed to accommodate a larger population than what is projected by official state forecasts, it does not assume that all areas depicted on the Planned Land Use Map will develop during the next 20 years. Instead, the Planned Land Use Map shows those areas in and around the City that are the most logical development areas, regardless of the absolute timing of development. The City advocates the development of a land use pattern that focuses growth in areas that can most efficiently be served by transportation and infrastructure facilities.

The Planned Land Use Maps, included as Maps 5a and 5b and described below, may be used as a basis to update the City's regulatory land use tools, such as the zoning map. It should also be used as a basis for all public and private sector development decisions. These include annexations, rezonings, conditional use permits, subdivisions, extension of municipal utilities, and other public or private investments. However, the identification of growth areas or land use types does not imply that any area is immediately appropriate for rezoning or annexation. Given service demands and other factors, careful consideration to the levels and timing of manageable development is essential.

The land use recommendations cover a large geographic area. To provide an organized approach to this chapter, recommendations for lands within the current (2005) municipal limits are presented first. Next, recommendations are presented for areas of planned growth on the *periphery* of the City, between the current municipal limits and the City's 3-mile extraterritorial jurisdiction.

The land use categories used in presenting this information are the same as the categories used in Map 3a and Map 3b illustrating existing land use, with the following additional categories:

Planned Neighborhood: A carefully planned mixture of predominantly single-family residential development, combined with one or more of the following land use categories: two-family/townhouse residential, mixed residential, neighborhood office, neighborhood business, institutional, and public open space. This category is intended to accommodate both conventional and Traditional Neighborhood Design (TND) forms of "full-service" neighborhood development. To implement a key City objective, development within these neighborhoods should contain a minimum 65% single-family detached homes, a maximum 15% two-family and/or single-family attached dwellings, and a maximum 20% multi-family dwellings.

Environmental Corridors: Continuous systems of open space that include environmentally sensitive lands and natural resources requiring protection from disturbance and development, and lands needed for open space and recreational use, based mainly on drainageways, stream channels, floodplains, wetlands, and other resource lands and features. This overlay category is based on the mapping information from the City, Sauk County, and the Wisconsin Department of Natural Resources.

Urban Reserve Areas: This overlay future land use designation defines three areas that may be appropriate for long-term urban (City) development beyond the present 20-year planning period; however, though this

does not preclude development before the end of the planning period as enabled through amendments to this Comprehensive Plan. Premature development and utility extensions should not be promoted in these areas. It is the direction of this *Plan* that a separate, detailed planning process be followed that employs meaningful public participation that identifies opportunities and constraints, and articulates a *vision* for the area. The planning process should draft a preliminary concept plan depicting the general arrangement of land uses, development character, main roads and stormwater management facilities, pedestrian and bicycle networks, and the open space system. Ultimately the detailed neighborhood plan should be adopted and integrated into this Comprehensive Plan as an amendment by the procedure outlined in Chapter Ten: Implementation. Following the detailed neighborhood plan adoption, the City should establish and apply the appropriate regulatory and procedural foundation to ensure full implementation, and require compliance with the detailed plan as a condition of annexation. The policies of the *Agriculture* planned land use designation should apply to these areas in the mean time.



Downtown Baraboo

1. Land Use Recommendations within the Current City Limits

This *Plan* generally proposes minor changes to the existing land use pattern within the City's current (2004) municipal limits. This *Plan* does, however, propose detailed land use recommendations for the undeveloped portions within the City limits. In addition, this *Plan* identifies opportunities for redevelopment and rehabilitation within the Downtown area, infill development on parcels previously passed over, and reuse of key properties located along the gateway corridors into the community.

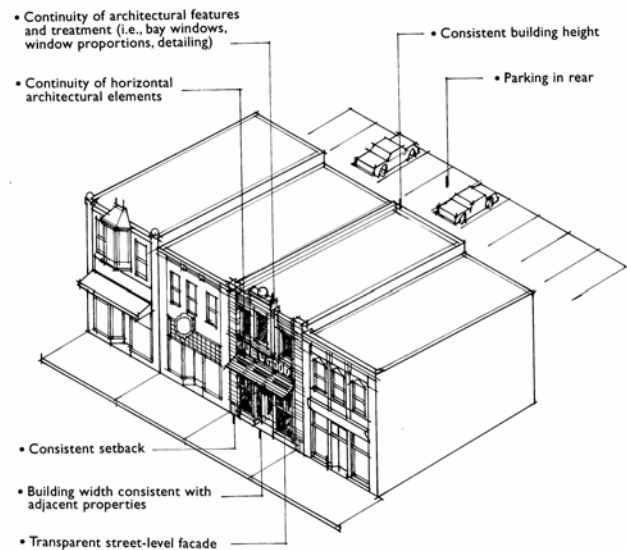
Central Mixed Use Area (Downtown):

With existing commercial and employment uses on the west side and existing residential uses on the north, south, and east side, planned expansion of residential, commercial, and office growth on the City's east side, and planned expansion of employment and retail uses on the west, Downtown Baraboo's central location is well-positioned to continue to attract civic, retail and service uses and remain the vital heart of the community over the planning period. Downtown Baraboo is proposed to remain intact with a mixture of land uses under the *Central Mixed Use* designation (generally encompasses all parcels between the East Street and West Street, from 6th Street to 2nd Street). The *Central Mixed Use* planning category reflects the City's historic pattern of pedestrian-oriented indoor commercial, office, institutional, residential, and urban open space uses with streetscaping and low-key signage. Important community character elements that contribute to the *Central Mixed Use* area include urban form, density and intensity of development, building scale, building location, architecture, signage, public furnishings and spaces, and landscaping. (See "Community Character Planning" in the next section for more complete description of these elements).

To maintain the health and vitality of the downtown, creative and coordinated planning and marketing will be required. This *Plan* recommends the preparation of a Downtown Master Plan for the downtown area. Preparation of a downtown master plan will assure the desired character is maintained, appropriate uses and strategies for redevelopment of key sites are identified, historically and architecturally significant buildings are not destroyed in the name of redevelopment, and tools to promote redevelopment (e.g., TIF districts, sign ordinance, zoning district amendment, brownfield clean-up procedures) are explored

and implemented. This *Plan* recommends the following rehabilitation and redevelopment principles be considered in any downtown master planning effort:

- Promote the expansion, retention, and upgrading of specialty retail, restaurants, financial services, offices, professional services, and community uses through marketing, investment and incentive strategies.
- Encourage the enhancement of downtown parking lots by installing landscaping (trees, plants, landscape islands, etc.).
- Link the downtown district to the Baraboo River, through the development of pedestrian paths and the Ice Age Trail and the redevelopment of parcels between the River and 2nd Street.
- Encourage new residential development and redevelopment within the downtown area, particularly around the City Hall building and along the rail corridor, to provide a “built-in” market for goods and services and increase foot traffic. The adaptive re-use of the older tobacco warehouses along the rail corridor into residential housing should be explored.
- Continue to renovate and restore historically significant buildings in the downtown area through the façade improvement program.
- Continue to retain community facilities in the downtown area, including city hall, library, and post office.
- Continue to promote downtown existing activities such as the “Fair on the Square” and “WinterFest,” while attracting new events into the area such as a farmers’ market.
- Assist in the relocation of uses with outdoor storage needs to more appropriate areas in the City.



Detailed Downtown Design Standards include:

- Buildings placed adjacent to the street right-of-way, or with small, carefully-designed plazas for gathering or dining between the building and right-of-way;
- Multi-storied height – with careful, stepped-down height transitions to adjacent neighborhood areas;
- High-quality building materials strongly featuring masonry and glass;
- Regularly-spaced building openings for doors and windows that establish a rhythm that is in harmony with nearby buildings;
- Careful treatment of all four sides of the building, with special attention devoted to street frontages and facades which face onto parking areas, sidewalks and alleys.
- A transition of land uses within most buildings from retail and/or service uses on the ground floors to office to residential on upper floors. Where buildings provide 100% residential uses, the ground floor should be devoted to gathering spaces and/or resident services, or such floors should be elevated a minimum of four feet above adjacent sidewalks and streets for privacy.

These attributes are illustrated in Figure 4: Appropriate Historic Downtown Development in Chapter Three: Agriculture, Natural & Cultural Resources.

Historic Single-Family Residential Areas:

Historic single-family neighborhoods surrounding the downtown area are proposed to remain intact. Over the planning period, the City should monitor any movement to convert existing single family residences into two-family (duplex) units within the large parts of the City currently zoned R-2 One and Two-Family District. The R-2 district allows such conversions upon approval of the City. Too many conversions in certain blocks may change neighborhood character. However, in recent trends, conversions in the reverse are actually occurring, from Two-Family into One-Family.

Building maintenance and rehabilitation will be a key concern in the central single-family residential area over the planning period. Data from the 2000 Census reports that over one-third of Baraboo's housing stock was built before 1940 (nearly half was constructed before 1960), and most of these homes are located in this central residential area. The City should work with the County, State and local lenders to assist homeowners and landlords with rehabilitation projects. The City should also work with the Sauk County Historical Society and property owners to protect and celebrate historically significant residences within the community. The mature trees that line most of the streets in the central residential area should also be preserved to the greatest extent possible.

Two-Family Residential and Mixed Residential Areas:

The scattered areas of *Two-Family Residential* uses within the City are proposed to remain intact. Future two-family development is recommended for infill lots and transition areas. These areas may be particularly appropriate for condominium projects given the surrounding uses. Map 5a shows scattered areas of *Mixed Residential* development within the current City limits. These are mainly areas that are already developed or are committed to being developed with multiple family residences.

Neighborhood Business and Office Areas

Most small-scale business and office uses within the City are planned for the *Central Mixed Use* district (Downtown Baraboo). However, *Neighborhood Office* areas recommended along the north side of 8th Avenue (STH 33) the west of Draper Street. The *Neighborhood Business* areas—recommended at scattered places in the City—should be easily accessible from surrounding neighborhoods by sidewalks and bicycle routes. It is imperative that these areas contain high quality development that blends with the scale site arrangement and architectural style of the adjacent residences. This includes residential building materials, gabled roof forms, generous landscaping, and modest exterior signage and lighting.

General and Planned Business Areas

Within the City, all existing highway commercial uses along USH 12 are expected to remain. This *Plan* does recommend additional commercial strip development occurring any further north along USH 12. Rather, this *Plan* outlines *Planned Business* development along USH 12 south of the River and north of Terrytown Road. *Planned Business* is also illustrated for the east edge of the City along STH 33. Many existing properties shown on Map 5a are recommended for *Planned Business* uses to better reflect desired community character. *Planned Business* use areas demand higher standards in building design, site layout, landscaping, signage, parking and access. These standards are more completely described in Chapter Eight: Economic Development. This *Plan* strongly recommends that these higher standards are followed as existing sites redevelop or vacant properties develop along USH 12, South Blvd., and STH 33. This type of redevelopment typically involves a reinvestment in the building and/or building façade, as well as landscaping and signage.

Planned Mixed Use Area

If an opportunity becomes available over the planning period to transform the southern edge of the downtown area along the Baraboo River, this *Plan* recommends an aggressive approach to redeveloping these properties. The City should take an assertive, pro-active approach to transforming this *Planned Mixed Use* site away from the heavier industrial uses toward higher value, compact uses that take advantage of its locational advantages, such as river views and access, convenience to downtown shopping, civic uses, and linkages to existing community parks and neighborhoods. This area is envisioned for a mix

of retail, office, and higher density residential development. This *Plan* recommends that a detailed statutory redevelopment plan for this area should be prepared in cooperation with site property owners and neighboring property owners and residents. The redevelopment of this area will likely take a period of years, and require a market analysis, detailed site investigations for underground contamination and specific clean-up activities before any development proposals are put forward. A detailed strategy for “brownfield” redevelopment that applies throughout the City is provided in Chapter Eight: Economic Development. Development approvals within this area should only be granted after submittal and review of detailed development plans.

General and Planned Industrial Areas:

In October 1999 the City completed a detailed planning effort—the Industrial Development Areas Plan—related to all existing and future industrial development. And while many of the recommendations outlined in the Plan still hold true, community attitudes and public policies related to the eastside growth area have changed significantly. Specifically, the east gateway to the community is no longer desired to contain any planned land uses related to industrial development.

Existing *General Industrial* uses in the South Blvd. Industrial Park, the Lake Street Industrial Park, and the industrial area south of Lynn Street are proposed to remain intact. Over the planning period, this *Plan* recommends the redevelopment of the farmers’ Co-op, site between Potter Road and Hill Street, for General Industrial development to accommodate contractor shops, and the like. Successfully managing the ancillary neighborhood impacts of such uses are critical. This can be achieved, in part, by stabilizing and beautifying the edges of these areas. As opportunities for reinvestment and redevelopment occur, the appearance of building facades exposed to the public view, including loading docks and storage areas, should be improved. Use of high quality building materials, improved window treatments, high quality loading and storage screening devices and landscaping is strongly recommended with all expansion and renovation projects.

The City’s industrial area located west of existing USH 12 and north of CTH W currently has availability. These lands are intended for *Planned Industrial* uses. New *Planned Industrial* uses are recommended for undeveloped lands south of CTH W, adjacent to the proposed Bypass (to the west of the Menard’s development). The *Planned Industrial* category includes high-quality indoor manufacturing, assembly, and storage uses, with generous landscaping and minimal signage. All industrial projects in *Planned Industrial* areas should meet the recommended site, building, and landscape design criteria in Chapter Seven. Image and upkeep is especially important for industrial development along both CTH W, along the proposed Bypass, and along Lake Street, as they serve as “gateways” into the community.

Government and Institutional Areas

Most *Institutional* uses are planned to remain in locations in and near the central parts of the City. These include existing public and parochial school sites, municipal buildings, churches, hospital and medical care facilities, and cemeteries. These uses will remain very important in establishing the character of Baraboo. Building and grounds maintenance should be emphasized to maintain the quality of these areas. The City is continuing to study the need for a separate public safety-oriented facility to house the Fire Department, Police Department, and EMS. At this time of the writing of this Plan, no decision has been made regarding the future location of this facility, but it is possible that this facility may not be located in the downtown area of the City due to space needs. Additionally, the public library recently completed a study of its facility, and will need to expand early in the planning period.

Parks and Public Recreation

Consistent with the City’s *Outdoor Recreation Plan*, this *Plan* recommends neighborhood parks to serve future residential development in the area. Neighborhood parks should be at least fifteen acres in size and serve a population of up to 5,000 residents or a ½ mile radius. Given that the growth areas that area illustrated on the Planned Land Use Map, at least one and possibly two neighborhood parks should be planned for this area to the east of the City and to the southwest.

This *Plan* recommends preserving “greenway” corridors throughout the community. In addition to stormwater management concerns, this will provide neighborhood connections between future developments. The specific delineation of this system would be established during the platting phase of development. A City-wide greenway system can support many different activities and serve multiple purposes, such as:

- *Accommodating active and passive recreation areas.* Many of the City’s major parks and conservancy areas could be linked by the greenway system.
- *Creating neighborhood amenities and connections.* The greenway system can provide amenities within both existing and planned neighborhoods that increase property values and quality of life, allow neighbors to connect to one another and key points in the community, and provide attractive neighborhood edges. Neighborhood connections to the greenway system should be primary consideration in neighborhood design.
- *Enhancing natural stormwater management.* A majority of the lands in greenway systems are wetlands, floodplains, hydric soils, or recharge areas, which provide necessary flood storage capacity during storm events. Making use of natural systems for stormwater management is an environmentally-responsible and cost-effective way to deal with stormwater issues in the growth area.

Greenway buffers should also be provided when non-residential development occurs in the development review and approval process. This buffer is intended to visually separate development from residences and other, “less intense” land uses and primary transportation corridors.

2. Land Use Recommendations for the Peripheral Area

In addition to land use recommendations for lands now within the City, this *Plan* provides land use recommendations for all lands in the City’s peripheral area—between the current municipal limits and the City’s 3-mile extraterritorial jurisdiction. Map 5b illustrates the most intensive development in areas adjacent to the City, where the extension of municipal utilities and services is most efficient.

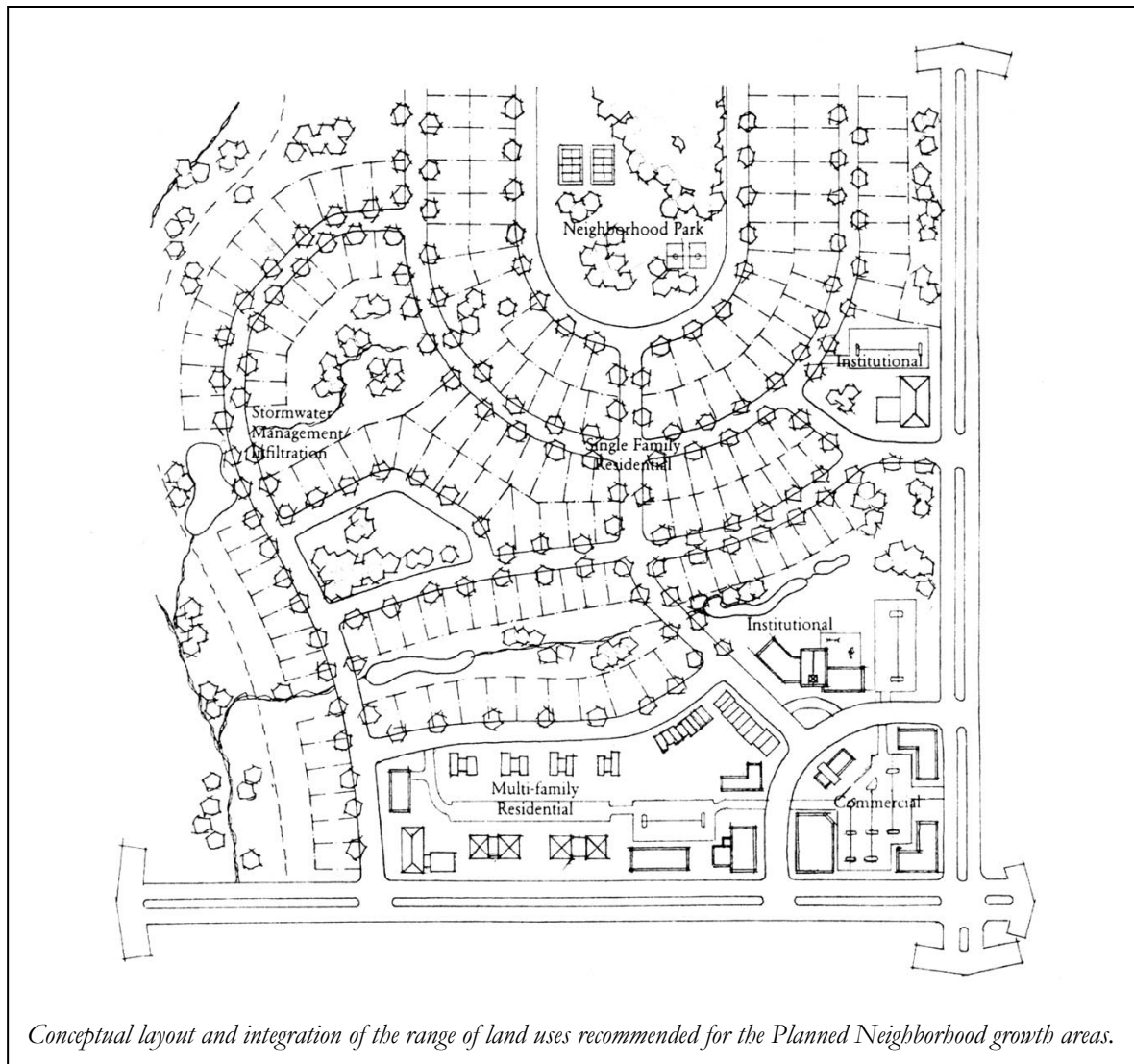
Residential Development:

In general, new residential development is planned to expand on all four sides of the community, but most of this development is planned for the City’s east and north (east of CTH A) sides. This *Plan* recommends the use of *Planned Neighborhoods* to accommodate most future residential development. Development in this land use category is intended to provide a well-planned pattern of single-family, two-family and multi-family development – with single-family homes comprising at least 65% of the dwelling unit count. (*This concept is discussed in more detail later in this Chapter.*) Substantial residential growth on the east and north sides will have several more strong advantages to the community: the east and north side growth provides the largest cost effective area for urban expansion, and east and north side growth will help to balance the community around the downtown area –strengthening its role as the physical and activity center of the City.

Residential growth to the south and southwest provides the distinct advantage of dispersing commuting traffic loads to USH 12 along the South Blvd. and STH 159 corridors where substantial traffic capacity is present, rather than to requiring commuters to cross the City on 8th Avenue (STH 33) corridors where capacity is limited and congestion and safety concerns exist and are continuing to grow.

Commercial Development:

Most of the large-scale commercial development in Baraboo is planned for the City’s west side along USH 12, to the north of the possible Mine Road extension. The designation of the east side area along STH 33 as *Planned Mixed Use* is intended to provide City officials with the ability to respond to evolving market conditions and enable a carefully-planned blend of high-quality office, professional service, commercial, and residential development. In addition, the area south of the Mine Road extension along USH 12 is proposed as an *Urban Reserve Area* to accommodate a high-quality office park and planned mixed use as a long-term “gateway” feature to the community at its southwest corner. The substantial areas of



Planned Business development are illustrated along the north USH 12 corridor, extending towards the Airport and Ho-Chunk Casino. Development of this area will be limited by the availability of public sanitary sewer and water, and it is not intended to develop without such infrastructure.

Industrial Development:

The City plans for *Planned Industrial* development in support of the airport to the north of the City. This will include light-manufacturing, warehouse, and limited industrial development. Currently the area is utilized for extraction operations. Additionally, the lands west of the proposed USH 12 Bypass are illustrated as an *Urban Reserve Area*. While it is intended for the agricultural lands to be developed as a high-quality business park, the City will engage in a separate planning process focusing on the development of this area at a later date.

The City's overall development policies for lands within this peripheral area are described in more detail earlier in the policy section of this chapter. In general, rural development (i.e., development not provided with urban services like public sewer and water) is strongly discouraged within the peripheral area. The City should work with surrounding Towns and the County to accomplish this. All industrial projects in *Planned Industrial* areas should meet the recommended site, building, and landscape design criteria in Chapter Seven. Image and upkeep is especially important for industrial development along both CTH W, along the proposed Bypass, and along Lake Street, as they serve as "gateways" into the community.

Neighborhood Plans

This Plan strongly recommends that new areas of residential development be developed as neighborhoods, rather than merely as an assemblage of subdivisions. To accomplish this, this Plan encourages that future neighborhoods include a variety of housing choices, and also provide for a mix of non-residential uses such as parks, schools, religious institutions and small-scale shopping and service areas – as deemed appropriate by the developer, Plan Commission and Common Council working together.

As a result of this strategy, Maps 5a and 5b illustrate most of the planned peripheral development as *Planned Neighborhoods*. These concepts, indicated by the cross-hatching and the multi-colored "pie symbol" on the maps encourages a mix of dominant detached Single-Family Residential development (minimum of 60% of the dwelling units) with well-designed, limited components of *Two-Family or Attached Single-Family Residential* (maximum of 15% of the dwelling units), *Mixed Residential* (maximum of 25% of the dwelling units), *Institutional*, *Public Open Space*, *Neighborhood Office*, and *Neighborhood Business* uses. This planning concept disperses higher density development throughout the community and limits the concentration of any one type of development in any one area. Realizing these *Planned Neighborhoods* will require the use of complementary vehicle and pedestrian transportation networks, urban design strategies including the preservation and enhancement of vistas, neighborhood gathering places, and visual focal points.

The ability to provide a sound design of such complexity will require the use of **Detailed Neighborhood Plans** prepared by the City, and adopted as a component of the City's Comprehensive Plan. Such plans shall specify land use mix, density, street layouts, open space, stormwater management, etc. All

Detailed Neighborhood Plans

–A Recommended Process:

The following planning process has a proven track record of success:

- I. Analysis: A wide variety of site specific information must be collected about both existing and emerging conditions:
 - A. Establish and confirm the full neighborhood design process, including the creation of an ad-hoc or blended oversight Committee including and/or reporting to the Plan Commission and Common Council;
 - B. Collect existing map and plan data for the area and its surroundings related to parcels, topography, soils, land cover and uses, utilities, transportation, recreation, public services, plan recommendations, zoning and property ownership;
 - C. Evaluate the existing and emerging real estate market;
 - D. Employ meaningful public participation to help identify opportunities & constraints, and to help create a *vision* for the area; and,
 - E. Conduct property owner, agency and stakeholder interviews.
- II. Plan: Based on the results of the Analysis phase, and under the guidance of the Committee, adopt a Detailed Neighborhood Plan as derived from the consideration of a Preliminary Concept Plan, Alternative Neighborhood Plans, and a Refined Draft Neighborhood Plan:
 - A. Refine and confirm the neighborhood vision;
 - B. Draft and confirm a Preliminary Concept Plan depicting the general arrangement of land uses, development character, main roads and stormwater management facilities, pedestrian & bicycle networks, and the open space system;
 - C. Produce and confirm one or more Alternative Neighborhood Plans for presentation and review by the public, stakeholders, agencies and the Committee. An alternatives Open House with rating sheets is an excellent method to receive general public input;
 - D. Produce and confirm a Draft Detailed Neighborhood Plan based on the responses to the Alternative Neighborhood Plans.
 - E. Refine and adopt the Detailed Neighborhood Plan, and ultimately integrate it into the Comprehensive Plan as an amendment.
- III. Implementation: Following Plan adoption, establish and apply the appropriate regulatory and procedural foundation to ensure full implementation:
 - A. Facilitate developments consistent with the Plan;
 - B. Require compliance with the Plan as a condition of annexation;
 - C. Establish zoning districts and boundaries in compliance with the Plan;
 - D. Review proposed land divisions, conditional use permits and planned developments based on conformance with the Plan, including consideration of land use pattern, density/intensity, community character, and infrastructure recommendations.

development in this land use district shall be guided by a City-approved Detailed Neighborhood Plan for the area. These Detailed Neighborhood Plans should be considered as the baseline upon which more refined Neighborhood Plans could be proposed by the development community. Where developers can demonstrate an improvement over a Detailed Neighborhood Plan, the City should adopt such improvements as an amendment to the Detailed Neighborhood Plan and this *Plan*.

The result of this proposed detailed planning and design process will be new neighborhoods which capture much of the charm and unique character of the best historic neighborhoods in the community, with the added benefit of more completely coordinated land use, open space, and transportation patterns. Areas planned in this manner will be more marketable to a greater diversity of ages, incomes and lifestyles, and will typically appreciate in value faster than single-use neighborhoods which employ "cookie cutter" street patterns, lot sizes, and structures over very large areas that become indistinguishable from each other. The combination of a fine-grained land use pattern with careful aesthetic planning is one of the critical factors in creating the lasting charm of historic cities such as Baraboo.

More specifically, *Planned Neighborhood* areas are intended to provide a highly planned mix of residential dwelling units and density types; neighborhood-oriented shopping opportunities, such as a small grocery store, barber shop, bakery, or pharmacy; a range of employment opportunities (usually located on the edges of these neighborhoods); and educational facilities (usually elementary schools) for area residents. These neighborhoods should be connected to other neighborhoods by a network of streets that discourage high travel speeds but still allow access to emergency and maintenance vehicles (e.g. fire trucks and snow plows).

This planning concept disperses higher density development throughout the community and limits the concentration of any one type of development in any one area. Realizing these *Planned Neighborhoods* will require the use of complementary vehicle and pedestrian transportation networks, urban design strategies including the preservation and enhancement of vistas, neighborhood gathering places, and visual focal points.

East Planned Neighborhood

The East Planned Neighborhood, encompassing over 1,000 acres, is located on the City's east edge (along STH 33 between CTH T and Rocky Point Road). This development area contains more land than the City will likely develop over the 20-year planning period. However, the area is easily served by municipal services and development will likely progress in an incremental fashion eastward from CTH T. This neighborhood is a key entryway into the City and should continue Baraboo's distinctive image edge. This neighborhood should be organized around creating an attractive, cohesive, inviting environment with a central boulevard, possibly roundabouts, gathering points, central open space, low to medium density residential development, neighborhood-serving office and business uses, and limited community-serving commercial uses (e.g. grocery store) that are fully integrated into this neighborhood.

Future access and land use patterns in this area will need to consider any planned improvements or expansions to STH 33 and CTH T, and the extension of 113 from the south as part of a potential bypass system. This East Planned Neighborhood should contain a park to serve surrounding homes; there are considerable woodlands that should be preserved and incorporated into a park setting. Residents in this future neighborhood will benefit from convenient walking distance to planned shopping areas, active park space, nearby hospital, and biking or short-driving distance the downtown area.

Given the importance of this neighborhood on community character, this *Plan* recommends specific guidelines to ensure that all proposed development be of high quality and generally contemporary in design, including the following specific recommendations:

- The commercial and higher density residential uses in this neighborhood should incorporate high-quality, attractive exterior building materials and site design.
- Larger buildings should include varied setbacks, building heights, and architectural details on all four sides to soften their scale. Where larger buildings are proposed in this neighborhood "set back" from

STH 33, the development should include smaller buildings in “outlots” closer to highway or internal street. This will avoid a “strip commercial” look to the site.

- Pedestrian connections to and from the commercial buildings and higher density residential areas should be provided.
- Large parking lots directly abutting STH 33 should be avoided.
- The overall public and private landscaping theme should emphasize native plantings, including prairie plantings. Development along or backing up to STH 33 should be attractively landscaped to create a favorable first impression at this gateway. Street trees should be provided in the terrace areas of all streets.
- Private signage should be controlled to protect and enhance the desired character of this area. Ground signs should be limited to low-profile, monument style signs in commercial areas.
- Commercial, office and multiple-family residential lighting should be carefully controlled, particularly given the mixed use character of this site.

South Planned Neighborhood

This planning area includes lands in the “Town of Baraboo Sanitary District,” and adjacent land. While this sanitary district no longer exists, the City allocates a prescribed amount of sanitary sewer capacity to the area, specifically to serve the State Park. Annexation of the lands may not necessarily be required prior to development. With this in mind, the City should encourage the development of these lands with the policies and guidelines set forth for Planned Neighborhoods in this Plan during the platting process, including a variety of housing choices, and also provide for a mix of non-residential uses such as parks, schools, religious institutions and small-scale shopping and service areas.

Southwest Planned Neighborhoods

These neighborhoods are few of the larger “infill” development opportunities within the City. The areas are envisioned for a mix of *Single Family*, *Two Family Residential* and *Mixed Residential* development. The planning areas are adjacent to older mobile homes parks, and the use of landscape buffering will be necessary. Strong pedestrian connections should be established between these neighborhoods, the neighboring developments, and the nearby planned commercial uses. The Detailed Neighborhood Plans should take advantage of the natural features, specifically the topography, as neighborhood focal points and recreational opportunities. Access into this neighborhood should be provided by new streets coming off of Moore Street, Waldo Street, and Mine Street, as well as internal streets and sidewalks. Residents in this future neighborhood will benefit from convenient walking distance to existing parks and biking or short-driving distance to the downtown area, the riverfront, and employment opportunities. The City’s 1999 Southwest Growth Area Plan should be revised to reflect the land uses preferred by this planning process.

North Planned Neighborhood

The North Planned Neighborhood is an expansion of existing residential development at the north edge of the City. This neighborhood of over 1,000 acres is planned for predominantly *Single Family Residential* development, compatible with existing subdivisions in this area. This area also may be outside of the scope of this 20-year planning period as it is not readily served by public utilities. However, at such time as the infrastructure is available, this entire area will experience development pressure. The area contains varied topography and excellent view overlooking the Baraboo area. As such, the North Planned Neighborhood should include an expansive “greenway” system running through this area. This greenway system could include one or two active neighborhood park sites.

Urban Reserve Areas

Wisconsin Statutes specifically allow cities and villages to prepare plans for lands currently outside municipal boundaries. To effectively manage growth, this Plan identifies desirable land use patterns within

the existing City limits and in unincorporated areas around the City. Many recommendations of this Plan, therefore, almost require intergovernmental coordination and cooperation to be effective.

Maps 5a and 5b indicating Planned Land Use illustrates a significant area to the south, southwest, and west of the City as an *Urban Reserve Area* (shown as a dimpled overlay on the maps). These urban reserve areas are areas where future development will be prudent; adjacent to lands currently developing, easily or readily served by public infrastructure, and where the topography is conducive to larger, comprehensive developments. It is also important to note that in these areas there exists large tracts of land under single ownership; again, conducive to larger, comprehensive developments. Given long-term service potential and logical directions for urban growth, these lands are likely appropriate for urban development in the long-term. They should therefore be reserved for eventual urban development.

This overlay future land use designation defines three areas that may be appropriate for long-term urban (City) development beyond the present 20-year planning period; however, though this does not preclude development before the end of this planning period. These include lands:

- West of the proposed Highway 12 Bypass, suggested for a possible future business park.
- South of the Mine Road extension, along existing USH 12, suggested for planned office, planned mixed use, and planned neighborhood development.
- At the entrance of the Devil's Lake State Park, suggested for a possible mixed use area.

Premature development and utility extensions should not be promoted in these areas. It is the direction of this *Plan* that a separate, detailed planning process be followed that employs meaningful public participation that identifies opportunities and constraints, and articulates a *vision* for each area. The planning process should draft a preliminary concept plan depicting the general arrangement of land uses, development character, main roads and stormwater management facilities, pedestrian and bicycle networks, and the open space system. Ultimately the detailed neighborhood plan should be adopted and integrated into this Comprehensive Plan as an amendment by the procedure outlined in Chapter Ten: Implementation. Following the detailed neighborhood plan adoption, the City should establish and apply the appropriate regulatory and procedural foundation to ensure full implementation, and require compliance with the detailed plan as a condition of annexation.

Before these Urban Reserve areas develop with urban uses in the future, only *Agriculture/Rural* uses are recommended. Housing may be allowed at densities equal to or less than one dwelling unit per 35 acres. In the absence of binding intergovernmental boundary agreements, the City should actively oppose other forms of rural development in these areas.

E. Community Character and Design

Participants in the numerous public vision workshops held by the City cited preserving the community's unique character and heritage as one of the most frequently expressed goals. Moreover, Baraboo's "small town atmosphere" was cited as one of the top reasons people choose to live in the community according to the community survey. To ensure that Baraboo's unique characteristics are maintained over the planning period, this section of the *Plan* provides the basis of a comprehensive approach to community character planning, addresses in more detail the nature of development outlined in the Planned Land Use Map, and sets the framework for more detailed transportation and community facilities recommendations presented later in this document.

Baraboo has growth at relatively modest increases in population and development over the past 30 years. However, during this growth and development; only some projects enhanced the community's image, while others did not. Areas in Baraboo identified with "good" or "bad" development was specified by respondents of the community survey (summarized in Chapter Two: Issues and Opportunities). This uneven track record has resulted from the use of development standards and procedures that simply do not ensure that new development reflect the desired *character* of the community. Specifically, critical aesthetic components of devel-

opment such as architecture, open space connections, or the preservation of community entry experiences have often gone unrecognized in the past.

This *Plan's* community character recommendations were informed by a visual preference survey efforts conducted during the planning process. These efforts include a visual preference survey administered to the community, where attendees were shown images of different aspects of development and asked to rate and discuss their preference (also outlined in Chapter Two: Issues and Opportunities). Map 4, presented at the end of this section, illustrates a variety of the community character issues addressed as follows.

1. Community Character Components

A wide variety of elements contribute to the creation of community character. These elements should be considered with all development proposals and government actions associated with implementation of this *Plan*. The City has some measure of control over nearly all of these elements through zoning, subdivision, and building regulations and public investments. These elements include:

Geographic Context

A key element defining Baraboo is its setting along the Baraboo River, within the Baraboo Range. The City recognizes that a clean, scenic and accessible river flowing through the heart of the community is an important asset. And, moreover, the City recognizes that City's unparalleled surroundings of the Baraboo Range, the Inner Valley Rim, the Driftless Area, and Devil's Lake must be preserved and complemented.

Density and Intensity

The most visually successful transitions of land use occur where residential densities (as defined by the number of dwelling units per acre) and nonresidential intensities (as defined by floor area ratios and the percentage of land left in green areas) remain relatively consistent, even though dwelling unit types or land uses may vary significantly. The use of zoning districts that encourage a variety of uses with a similar density or intensity as defined by impervious surface ratios and floor area ratios make for more gradual and visually comforting transitions.

Building Scale

The consistency of building scale is comparable to density and intensity issues. With the exception of carefully designed and properly sited institutional uses, differences in building scale at magnitude levels are disruptive to an urban fabric. Proposed attached single-family (townhouse) multi-family, commercial and industrial structures which are inconsistent with the dominant scale of surrounding buildings (of all uses) should find other locations, or in certain instances, should incorporate design elements which create an appearance of several smaller structures. In general, the largest structures in a community should be located along its most important roadways. This maxim holds true throughout a community—from the downtown area to the multi-lane highway on its edge.

Building Location

Consistent building setbacks (with exceptions possible for unique institutional structures complemented by pedestrian-oriented facilities) are also important in both residential and non-residential areas. Even industrial park development can suffer from the hodge-podge look created by wide variation in setback from streets and plazas. Where building setbacks are allowed to vary, they should vary only in a carefully planned manner. Restrictive covenants and zoning effectively address this concern. Downtown-type setbacks are essential to creating and maintaining a true downtown character.

Architecture

Architectural styles provide a challenge in a growing community. Where it is possible to identify a dominant architectural style, infill development should be complementary. Where a wider variety of styles exist, common architectural themes or elements (such as materials, colors, roof pitches or stylistic appurtenances) should be reflected. In peripheral locations and new development areas, styles should be of prob-

able long-term merit rather than reflective of probable short-term trends, quality of materials should be stressed, and the relative availability and affordability of the dominant architectural elements should be ensured. This maxim is especially true for the *Planned Business, Planned Office, and Planned Mixed Use* areas, and the City's downtown.

Signage

The size of wall signs should be related to the area of the wall on which they are located. No wall should contain more than one sign—except in a center-type development. In such centers, sign materials and the location of signs on the facade must be consistent, and the use of consistent colors and lettering styles should be rewarded with an area bonus. In centers, sign area should also be related to facade area. Center occupants with very small façade areas or with no facade frontage (as in a mall) should not be allowed exterior signage—except perhaps for nameplate signs designed as part of a well-executed tenant listing sign.

The City should limit freestanding sign height. Low monument signs can be effectively landscaped—pylon signs confound such attempts. No building—whether a single use or a center—should be allowed more than one freestanding sign per frontage, with a transferring of signs permitted to bring the maximum to two per wall.

A variety of signs are very difficult to make and/or keep attractive, and should therefore be prohibited. These include, at a minimum: off-site advertising and directional signs (including billboards), roof signs and portable signs. Other signs are a visual distraction and a potential nuisance or safety hazard. These signs, which should also be prohibited, include: flashing signs, inflatable signs, rippling or sparkling (“sequin-type”) signs, and a wide variety of strings of lights, “tinsel”, “pom-poms”, “pinwheels”, pennants, banners, streamers, and related attention-getters which have no structural or utility function. Trademark-type buildings or color schemes may also be considered as a form of signage, which should be prohibited if considered visually disruptive.

Finally, certain types of signage—such as changeable letter reader boards, electronic message signs, and signs which are permanently embedded into the structure, should be carefully considered on a case-by-case basis.

Public Furnishings and Spaces

The obvious use of public furnishings conveys a sense of public investment and pride in a community that cannot be replicated through other means. Particularly in areas with many out-of-the community visitors, such investments create a festive or civilized character which encourages repeat visits, as the public spectacle is constantly changing and is a strong complement to the variety of goods and services offered. The use of public furnishings, particularly in public spaces relating to waterfronts, plazas, busy pedestrian streets, and institutional uses, should be encouraged. In all instances, these furnishings should be of high aesthetic quality and proven durability.

The creation of small gathering spaces with benches and perhaps tables is an emerging trend in large-scale private commercial developments. Such features tend to humanize environments that are otherwise dominated by buildings, cars, and parking lots. The City should encourage creation of such spaces in its larger commercial developments.

Urban Form

Baraboo's urban form is derived from its historic development as a river- and rail-oriented community that expanded along both sides of the Baraboo River, the rail corridor, and the historic downtown square. The downtown area retains, if not exceeds, many of the charms of historic downtowns across Wisconsin. This character is reflected in both the commercial buildings in the downtown and several architecturally significant residential homes in the surrounding neighborhoods. These unique properties provide local landmarks, and enhance the overall “urban” character of the community.

Land Use Transitions

This Plan encourages the use of natural features—topography, environmental corridors, rivers and streams, and the like—to define the edges between land uses. However, in many instances, man-made features—roadways and existing developments—will define the edges of land uses. This Plan again encourages the creation of buffers in the form of landscaping and berms to guide the transition of land uses.

Landscaping

Significant amounts of landscaping should be required of all forms of development, except single-family residential uses—which virtually always provide adequate amounts of landscaping without need for public regulation—and family farm structures. For all other uses, landscaping should be encouraged around building foundations, in and around paved areas, and along streets with required supplemental plantings in “yard” areas.

Landscaping materials should be of adequate size to ensure both a high degree of survivability and immediate visual effectiveness. Non-native, invasive plant species, low-durability species (such as box elders, silver maples, and certain willows and poplars) should be avoided, as should dangerous or toxic plants such as certain hawthorns or poison sumac. Either required landscaping should be installed before building occupancy, or, alternatively, performance guarantees should be required in the absence of installation.



Views

Views are the most difficult aspect of community character to address. Yet in the City of Baraboo, “views” may be the single-most important aesthetic to preserve and promote. The protection of important views is particularly challenging because the desire of the private party, whether a single-family home or an office building, to capture and protect the view often requires the erection of visual barriers to the general public. It is impossible for a community to protect all aesthetically pleasing views. However, in a community like Baraboo, certain views are essential defining elements of a neighborhood, entry experience or the community as a whole. These critical views should be protected at all reasonable costs through view mapping, public acquisition in fee or easement, and/or responsive site design techniques. The importance of mapping, such as on the Community Character Map of this *Plan*, cannot be under-emphasized, as many important views are lost through ignorance as are lost consciously.



2. Community Edges

As urban sprawl continues to consume the open space area separations, it becomes increasingly important to visually

distinguish the edges of a community. These community edges do not necessarily coincide with jurisdictional boundaries.

Inner Edges

Again, Baraboo has developed historically as a free-standing small city with defined edges in a natural “bowl” of the Inner Baraboo Valley. The inner edges of the community are generally understood to be: CTH T on the east, the natural ridge at Man Mound Road/City View Road to the north, the proposed USH 12 Bypass to the west, and Mine Road to the south. The City has been expanding to the north, south, and southwest over the past decade. The unique and beautiful natural setting of the city within the bowl is jeopardized by development steadily approaching the rim. While some of these edges are recommended to move outward as the community expands, the City must strive to maintain the natural “inner” edges of the community and continue Baraboo’s “free-standing city” identity.

Outer Edges

Outer community edges play a similar role in defining the boundaries of “Greater Baraboo” (i.e. the extraterritorial planning area). The recognition of such outer community edges helps to foster a sense of common destiny between the jurisdictions located within the region. This awareness is often an important early step in effective intergovernmental planning efforts. This area of “Greater Baraboo” is the area in which development should be integrated into the community, allowing it to “put its best foot forward”. Development in this area should be of high quality, regardless of jurisdiction, marked by substantial landscaping, modest signage, good site design, and pedestrian/bicycle connections to the rest of the community.

3. Community Entryways/Gateways

Entryways, or gateways as they are sometimes referred, are the first impression a community makes on visitors and residents alike. The entryway and related features go beyond marking the edge of the community; but also acts as the “front door” to the community, setting the tone at the community edges and leading to the inner community edges. A community is provided with an ever-present opportunity to make a favorable impression on visitors, and help to establish and reinforce the community’s character and sense of place.

Entryways into Baraboo are unique and highly valuable assets. This *Plan* seeks to preserve these entryways, and establish a complimentary “sense of entry” in carefully-defined areas along the expanding edges of the City. This *Plan* also seeks to protect and enhance these unique aesthetic qualities through the use of zoning standards requiring high-quality landscaping, building design, signage, lighting and public furnishings. Key entryways into Baraboo are shown on Map 4.

Primary Entryways

The primary entryways into Baraboo are its visual “front doors”, and wherever possible, should be protected and enhanced. High quality public entry signs and/or public art may be used to formally announce entry. These entrances include:

Existing US 12: US 12 is the most important entryway into Baraboo from the north and south. Existing strip commercial developments line both sides of the roadway, defining much of entryway experience. Development along this roadway is subject to the City, the Village of West Baraboo, or the Town of Baraboo (the County) for review and approval. There is no comprehensive standard for development types and intensities. All of the jurisdictions should address *how* these entryways should look and relate to the larger community, how private development should be designed, and how individual projects should relate to each other and surrounding parcels to create a visually pleasing, efficient, and lasting development pattern. The City, Village, and Town should strive to protect and improve the entryway experience through improved building and site design, extensive landscaping, signage and controlled access for commercial development. The restriction of future billboard development along this corridor is also paramount in preserving the character and appearance of this entryway.

STH 33: The role of STH 33, or 8th Avenue, is integral to the City as a transport route. On the east end, development does not occur east of CTH T. Travelers are treated to a well defined edge from “county” to “city.” However, the aesthetics of the development in the city at this edge should be improved. Again, the City should strive to protect and improve the entryway experience through improved building and site design, extensive landscaping, signage and controlled access for commercial development. At the west end, the entry to the City is lost by the presence of development in the Village, and vice-versa. Development here is also of lower quality, and should be improved. The City and the Village need to cooperate to create a definitive edge to distinguish between the two communities.

Secondary Entryways

Baraboo has a number of secondary gateways, primarily lesser-used roads like STHs 123 and 113, and CTH A. Also, secondary gateways are located where roadways cross the Village of West Baraboo into the City—along STH 33. The secondary entryways into Baraboo are more subtle, and are generally experienced by local residents. However, as traffic increases on primary entryways, the City will likely observe increasing travel along these routes as well. Along these routes, quality of development and maintenance issues are of foremost importance. The use of formal entry markers such as signs should be very low key, if used at all. Specifically:

STH 123: This roadway is the primary connector between the City and Devil’s Lake State Park (which received over 5-million visitors each year). Baraboo has begun expanding south along this roadway as the area is readily served by utilities and its proximity to the State Park. It is doubtful that this corridor will emerge as a primary entryway; however, it will remain a consistently traveled corridor due to the popularity of the State Park. Low-key gateway features are appropriate, and the City (with Town and County help) must be mindful to minimize “kitschy” seasonal commercial development in this area.

STH 113: Due to the significant natural features that define the Baraboo area, STH 113 serves as a secondary entryway to the community. Ultimately, this corridor will serve as a bypass around the City. Development along this corridor will be primarily residential in nature, careful site planning should be encouraged to ensure high-quality, long-term aesthetics.

STH 33: Again, the border between the City and the Village is non-existent. Both communities should cooperate to determine and articulate a vision for road signage and streetscaping in the area. Moreover, both communities should develop and implement mutual and consistent development guidelines.

CTH A: As the City grows to the north, CTH A will emerge as a more important secondary gateway. Development in this area will primarily be residential; however, this area affords travelers an incredible view of the City and the Baraboo Range and State Park. Special care should be taken by the City to ensure that these views are preserved and incorporated into an entry feature.

South Blvd.: The intersection of CTH W/ USH 12/South Blvd. has historically functioned as an entry to the City. This corridor contains highway-oriented commercial users. Many of the current operators appear to have initially developed in the past 30 – 40 years, and have begun to exhibit signs of age. The properties are typified by large expanses of pavement, minimal landscaping and greenspace, large pylon signs, lesser-quality building materials, and extensive outdoor storage or operations. Of note, the current roadway does not actually contain boulevard features, such as landscaped central median, sidewalks throughout, or well-landscaped terraces. This entryway should be improved as discussed in greater detail in Redevelopment Opportunities.



Future Entryways

The US 12 Bypass will redefine the primary gateways to Baraboo. With the completion of the Bypass, Baraboo will expand west to take advantage of the visibility and traffic generated by the new arterial. As such, a new set of community gateways will emerge. Along US 12 these include the intersections with CTH W and at STH 136. A secondary gateway will be created at the point where US 12 and the proposed Bypass diverge. Additionally, as the community expands eastward, the primary eastern gateway will shift to the intersection of STH 33 with the STH 113 extension. At this time the exact location of this intersection is unknown, but it will bisect lands currently owned by the City. As these locations are currently undeveloped, the City has the ability to ensure that future development in these locations is at the highest possible level of quality to establish the best possible first impression of the community.

As the City expands eastward, STH 33 will remain a primary gateway to Baraboo. However, the entry point will move out towards Rocky Point Road. The City intends for the area to be developed as planned neighborhoods with limited, small-scale commercial and office land uses. The City should plan for a long-term entry feature at Rocky Point Road, and strive for high-quality development along the corridor.

4. Redevelopment Opportunities

Wisconsin's Comprehensive Planning Law calls for the designation of "strategic development areas" where special planning considerations should be brought to bear. This Plan identifies three types of these strategic development areas:

- Infill Development Areas.
- Rehabilitation Areas
- Redevelopment Areas

Wisconsin's comprehensive planning law requires comprehensive plans to identify "areas that will enable the development and redevelopment of lands with existing infrastructure and municipal, state, and utility services, where practical, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which will have relatively low municipal, state governmental, and utility costs."

Several areas of opportunity exist in the City which are suitable for development over the 20-year planning period. Map 4 illustrates these opportunities dispersed throughout the City. Table 14 outlines the various opportunities, and opportunity characteristics, and needed investments in these areas located in the community.

**Table 14: Development Opportunities, Characteristics, and Investment**

Opportunity	Characteristics	Degree of Investment
Infill	<ul style="list-style-type: none"> Properties have not developed at this time, but are typically surrounded by existing development. 	<ul style="list-style-type: none"> Public investment has already occurred in the form of infrastructure (sanitary sewer, water, roadways). Properties are ripe for private investment.
Rehabilitation	<ul style="list-style-type: none"> Existing and viable non-residential or mixed-use areas that appear aesthetically tired or outdated. Need/opportunity for public/private reinvestment exists. 	<ul style="list-style-type: none"> Will require a slight to moderate amount of public reinvestment, typically in infrastructure enhancements and hardscaping. Will require a moderate to significant amount of private investment to enhance/upgrade existing sites or structures.
Redevelopment	<ul style="list-style-type: none"> Areas are identified by significant blight and neglect, and antiquated platting and operations. Areas appear to have outlived their usefulness, and have undergone a recent (last 30 years), unsympathetic renovation to contemporize them. 	<ul style="list-style-type: none"> Will require a significant amount of public investment in land acquisition and infrastructure improvements to return economic and social viability to area. Will require a moderate to significant amount of private investment in properties to complete the projects begun with public investment.

Infill

Along STH 123: The area adjacent to the golf course has begun developing in a “hodge-podge” manner. General commercial and industrial land uses have developed as a result of the state trunk highway’s presence. However, the golf course has led to the development of single-family and townhouse residences in the area.

Residential infill development is more appropriate in this area to take advantage of the golf course and state park views and proximity. Some mixed residential development may be necessary to buffer the non-residential development from single-family along the golf course. Significant landscape buffering will also need to be incorporated into future residential development in this area. Recreational trails should be provided to connect the residential development to the area amenities and natural features.

Lake Street Industrial: The area between the golf course and the rail line has begun developing as one and two family units along the golf course and higher-end light-industrial along the rail. Much of this area still remains vacant. The City should continue encourage residential development around the golf course, but must be certain to maintain high-quality development for the industrial properties. Moreover, the City should reserve the industrial lands for less intense, light-industrial and assemble-type business. The sites should include minimal signage, generous landscaping, high-quality building materials, no outdoor storage or operations, and limited lighting intensity.

Rehabilitation

South Blvd. Commercial: This corridor remains a viable and productive highway-oriented commercial area in the community. Many of the current operators appear to have initially developed in the past 30 – 40 years, and have begun to exhibit signs of age. The properties are typified by large expanses of impervious surface, minimal landscaping and greenspace, large pylon signs, lesser-quality building materials, and extensive outdoor storage or operations. The City, perhaps with the assistance of the Community Development Authority, should encourage the rehabilitation of these areas through articulating a vision for the corridor. Both entities could provide low-interest loans to assist businesses with façade improvements or to encourage lower, monument-type ground signs. Businesses should be encouraged to provide landscaped areas and greenspace on-site, including the installation of landscaping at the foundations of buildings. The City should begin efforts to “soften” the appearance of the corridor through the installation of street trees in terrace areas. The City and CDA should encourage the creation of a business improvement district (BID) for businesses to initiate and direct area improvements.

Historic Downtown Square: The downtown square is the commercial hub to the community and the institutional center to the county. The area contains restaurants, professional offices, governmental agencies, theaters, taverns, housing, and retail establishments. However, the area contains a number of users with outdoor storage needs that are inappropriate in a downtown setting. And while many of the businesses “fit” within the historic setting architecturally, some storefronts and businesses do not fit with the established aesthetic framework. Again, there is an opportunity for the City and the CDA to facilitate the relocation of some businesses to more appropriate areas in the community and to encourage the façade rehabilitation by providing low-interest loans to assist businesses with façade improvements. The City should pursue accreditation in the Department of Commerce Main Street Program. The program is a comprehensive revitalization program designed to promote the historic and economic redevelopment of traditional business districts in Wisconsin. Communities enrolled in the program receive technical support and training needed to restore/maintain their central business districts as centers of community activity and commerce. The City and the CDA should increase communications and activities with the downtown businesses through mutually sponsored events and community interests on the square.

Redevelopment

Baraboo River Area: The Baraboo River, while an important feature in defining the character of the City, is not a celebrated or well used feature of the community. Despite having several handsome historic buildings and bridges, much of the riverfront has a raw, unkempt appearance, and debris has collected along the riverbanks. Large areas of riverfront are privately controlled and are fenced off and inaccessible to the public. There is a significant amount underutilized land along the river. And with the exception of a few instances (Circus World and the new Broadway Bridge), the entrance to the riverfront lacks a sense of entry or arrival. Moreover, the lack of public space along the river downplays one of the City's most remarkable resources.

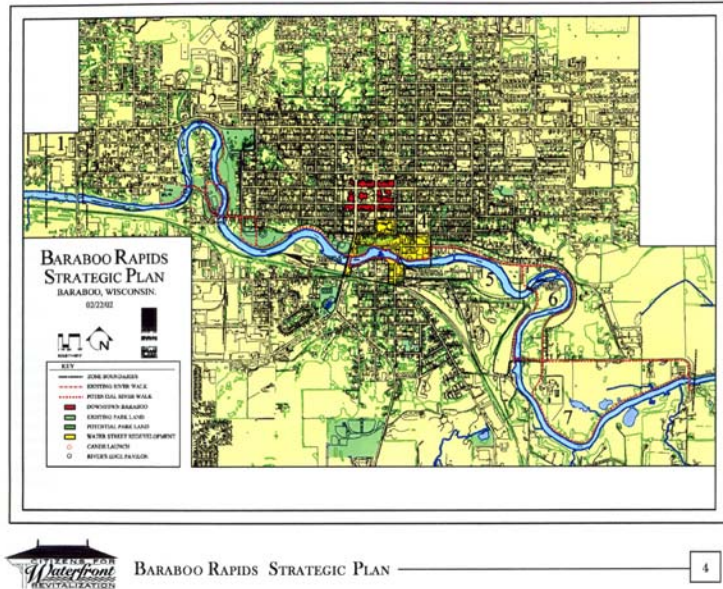


In 1997, a private, non-profit community group was established to bring attention to the Baraboo riverfront area. The Citizens for Waterfront Redevelopment (CWR) believed—and rightly so—that the Baraboo River was an underutilized asset to the City and the Baraboo area, and action must be taken to rehabilitate the river itself and redevelop the adjacent lands. In 2000, the CWR were awarded a planning grant from the WisDNR to create a comprehensive strategic plan for the Baraboo Rapids. The resulting Strategic Plan is a framework outlining issues, opportunities, physical improvements, policies, and advocacy “for the River and its environs” by zone.

With this in mind, this *Comprehensive Plan* recommends the following for the Baraboo River corridor and adjacent lands:

- Continue to expand the City's riverwalk system, specifically focusing on the creation of a walkway along the Water Street corridor.
- Create active space along the riverwalk that encourages pedestrian and bicycle use
- Create more pedestrian entrances onto the riverwalk and enhance pedestrian access through various clearly marked paths.
- Incorporate the riverwalk with regional trails (such as the National Ice Age trail) and the historic downtown square and to the Circus World Museum.
- Relocate larger, more industrial uses away from the river and in to the existing Baraboo industrial parks or to the farmer's co-op site to encourage development of more active space along the river.
- Develop more mixed-use opportunities along the river that include retail, office, entertainment, live/work, apartment, and condominium opportunities.
- Attract hotel and convention center user to locate on a riverfront development site.
- Establish or maintain easements all along the riverwalk to ensure a continuous riverwalk rather than one that is broken up by private property.
- Maintain river viewsheds by preventing the riverfront from becoming solidly developed. Use courtyards and arcades for more porous development that preserves river views (such as the views down streets that run from north to south).
- Create a statutory redevelopment plan to outline and direct redevelopment efforts spearheaded by the City and the CDA.

Farmers Co-Op Site: At the time of the writing of this *Plan*, it was reported that the farmers co-op located near the City Services Building was to vacate its current site and relocate to North Freedom. The Co-Op site is an ideal location for the City to encourage the development of a general industrial area to located contractor shops, auto salvage and body shop operations, solid waste transfer, and other users with outdoor storage needs. There are few conflicting land uses in the area, and the City must find an appropriate location to direct essential community services that entail more intense (noise, dust, outdoor storage, etc.) operations.



5. Community Character Corridors

In addition to the community gateways, Baraboo's main transportation corridors influence visitors and residents' opinions of the community's character. For this reason, these primary corridors are also important to protect from unsightly development. Development along these corridors should be of high quality, regardless of jurisdiction, marked by substantial landscaping, modest signage, good site design, high-quality building material and design, and pedestrian/bicycle connections with the rest of the community. These design standards should be incorporated into the zoning ordinance, to ensure consistency and compliance with these stated goals.

The **primary** community character corridors are shown on Map 4, and include USH 12, STH 33, and CTH W/South Blvd./Broadway. The **secondary** community character corridors include STH 113 and STH 123. The following streets will become increasingly important as the planned neighborhoods are built in the future:

- CTH A or East Street, which will provide access to the North Planned Neighborhoods.
- CTH T or Taft Avenue, which will provide access to the North and East Planned Neighborhoods.

The City should ensure that design standards described above are codified in the zoning ordinance and applied to any new development proposal.

F. Smart Growth Areas

This *Plan* designates the *Planned Mixed Use* and *Central Mixed Use* areas within the City limit as "Smart Growth Areas". Wisconsin's comprehensive planning law requires comprehensive plans to identify "Smart Growth Areas," which are defined as "areas that will enable the development, redevelopment, and rehabilitation of lands with existing infrastructure and municipal, state, and utility services, where practical, or that will encourage efficient development patterns that are both contiguous to existing development and at densities which will have relatively low municipal, state governmental, and utility costs." Strategies for developing and redeveloping these areas are outlined in this *Comprehensive Plan*.

Map 4: Community Character Areas & Redevelopment Opportunities

Map 5a: Planned Land Use Map (Detail)

Map 5b: Planned Land Use Map (3-mile ETJ)

CHAPTER FIVE: TRANSPORTATION

CHAPTER FIVE: TRANSPORTATION

This chapter includes a compilation of background information, goals, objectives, policies and recommended programs to guide the future development and maintenance of various modes of transportation in the City of Baraboo. The chapter also compares the City's transportation policies and programs to state and regional transportation plans as required under §66.1001, Wisconsin Statutes.

A. Existing Transportation Network

Access is a key determinant of growth because it facilitates the flow of goods and people. The City of Baraboo is well connected to the region through the existing roadway network. Other transportation facilities, such as freight rail, airport service, and bike and recreational trails are located in or easily available to the City. This section describes the existing conditions of transportation facilities in the City. Map 5 shows existing and planned roadways in the City.

1. Roadways

Interstate 90/94

Interstate 90/94 serves as a regional controlled-access facility within Wisconsin, connecting Minneapolis and La Crosse with Milwaukee and Chicago. The Corridors 2020 Plan designated the Interstates as a Backbone route, connecting major population and economic centers. Selection of backbone routes was based on seven criteria, including multi-lane capacity needs, truck volume, and service trade centers, manufacturing centers, recreation centers, etc. Traffic volumes on the Interstate between US 12 and STH 23 have increased 125% over the last 20 years. In 2000, this segment of the Interstate had a volume of 50,000 vehicle trips per day.

US 12

US 12 extends north-south on the west side of Baraboo. It serves as a principal arterial road, and connects the City to the Village of Wisconsin Dells to the north and Madison to the south. In 2000, traffic volumes were generally 15,000 to 18,000 vehicles per day north of the City of Baraboo, and 8,000 to 12,000 vehicles per day south of Baraboo.

The Wisconsin Department of Transportation has designated Highway 12 as a Corridors 2020 Connector Route and has what is referred to as "administrative access control authority" under Section 84.25 of the Wisconsin Statutes. This administrative access control authority does not apply in urban areas such as Baraboo, however, the DOT does approve new access points such as driveways or local road connections within an urbanized area where the highway is designated a connecting highway.

Segments of Highway 12 are scheduled to be improved from Ski Hi Road south of Baraboo to Interstate 90/94. At the time of writing, a bypass of Baraboo/West Baraboo is scheduled to be built between Terrytown Road and Fern Dell Road in 2008. The existing alignment is also scheduled from 2 lanes to 3

Roadway Function Classification System

Throughout Wisconsin, all local, county, state and federal transportation routes are classified in categories under the "Roadway Functional Classification" system.

The functional classification system groups roads and highways according to the character of service they offer, ranging from rapid through access to local land access. The purpose of functional classification is to enhance overall travel efficiency and accommodate traffic patterns and land uses by designing streets to the standards suggested by their functional class. The three main functional classes include:

- Arterials that provide primary access to and through an area
- Collectors that disperse traffic within an area, and
- Local streets that provide access to individual properties.

lanes or 5 lanes (with a center turn lane in either case), depending on a final resolution at the state and local levels. These improvements are also subject to approval from the Federal Highway Administration.

WIS 33

WIS 33 is a major east-west route in Sauk County connecting the cities of Reedsburg, Baraboo and eventually Portage in Columbia County. In the past 20 years, traffic volumes on this arterial highway have increased nearly 150-percent near its intersection with Highway 12.

WIS 113

State Trunk Highway 113 connects the City of Baraboo with the Village of Merrimac, and eventually the City of Madison via the Merrimac Ferry across the Wisconsin River. STH 113 is classified as a collector highway (roads that serve more of a local function).

County Highways

County highways A, T and W connect the City to the surrounding towns on the north and west. Between 1996 and 2002, traffic volumes on CTH “A” increased by 34 percent, on CTH “T” by 27 percent and traffic volumes on CTH “W” increased by 40 percent.

Local Roadways

Local roadways in the City complement the county and region transportation network, as well as provide access to individual properties. In Baraboo, the following roadways serve as north-south collector roads: Broadway, East Street, Ash/Walnut Streets, Elizabeth Street, Jefferson Street, Lake Street, and Draper Street. Taft Avenue is planned in the near future to become a major north-south collector from STH 33 to STH 113.

Major east-west collectors include 8th Avenue, South Blvd., 2nd Street, and Water Street. East-west connectors or very limited in the City, and are frequently cited by residents as a shortcoming that must be resolved by the City.

City residents, city groups, and city departments have frequently cited the condition of local road as “poor,” and in dire need of attention. Over the planning period, many of the City’s local streets will require expansion and/or reconstruction as the community continues to develop and traffic volumes increase. Such improvements must be done in conjunction with sound land use planning to ensure that the desired character of the community and environmentally sensitive areas are not adversely affected.

Downtown Area

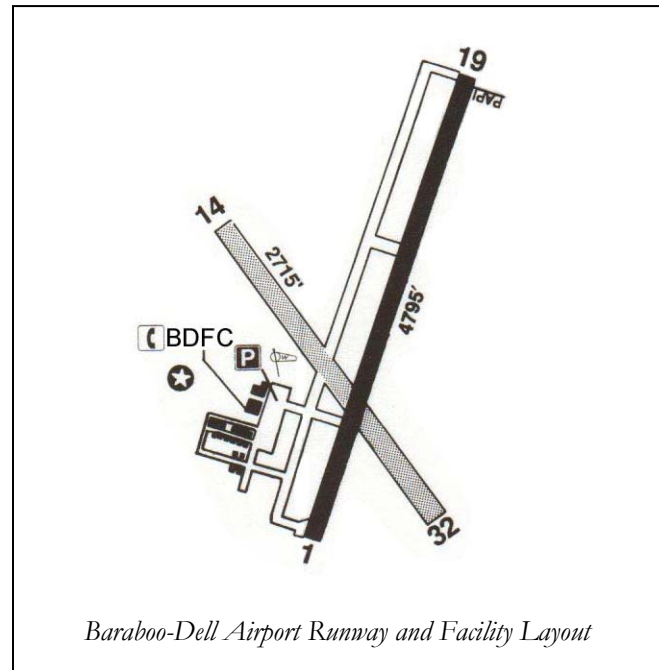
In the City’s Downtown, which is roughly the area between 6th Street, 2nd Street, Broadway Street and Ash Street, traffic volumes have generally decreased between 1996 and 2002. Traffic volumes decreased on Oak, 3rd and 2nd streets between 5 and 20 percent. Broadway Street (WIS 123) was the exception and saw increases between 15 and 30 percent along different segments of this street.

2. Bridges

There is one state-maintained bridges in within the City of Baraboo located along a state highway. In addition, there are five bridges located along City roads maintained by the City of Baraboo. According the City’s records, there are no bridges located within the City that are maintained by Sauk County. There are a number of bridges located outside of the City limits located along state and county trunk highways that are maintained by WisDOT and the County.

3. Airports

The **Baraboo/Dells Municipal Airport** is located north of Baraboo along Highway 12. The airport is jointly owned and managed by the cities of Baraboo and Wisconsin Dells, the Village of Lake Delton, and the Town of Delton. Facilities at the Baraboo-Wisconsin Dells Airport include a 4,795-foot primary runway, and a 2,740-foot turf airstrip suitable for recreational and small business aircraft. There are some 50 aircraft based at the airport and approximately 34,000 aircraft operations (take-offs and landings) each year. The Baraboo/Dells Municipal Airport recently remodeled the terminal building and added new hangars, and plans to continue the expansion of the airport facilities. There are also privately owned hangars on site, hangar lots for lease, outdoor plane parking, and airplane maintenance facilities.



Larger air carrier and passenger facilities are located approximately an hour's drive to the south in Madison at the Dane County Regional Airport, and to the east at the Wittman Regional Airport in Oshkosh and Outagamie County Airport in Appleton. A local airport is also located in Reedsburg, approximately 15 miles to the northwest of Baraboo.

There are a number of smaller "airstrips" located throughout the Baraboo area.

4. Rail

The City of Baraboo is served by passenger and freight rail service. Two Amtrak passenger trains, connecting Chicago and Minneapolis, travel daily through Wisconsin Dells on the Canadian Pacific Railway. The Wisconsin Southern Railway operates the freight lines between Reedsburg, Baraboo, and Madison, crossing the Wisconsin River at Merrimac. The line is a Class 2 line rated for 25 mph service. A spur off this line services the Badger Ammunition Plant.

5. Bicycles and Walking

Bicycle and pedestrian facilities are important for a community like Baraboo, where many of the City's primary destinations (e.g., downtown, schools, and parks) are generally within walking or biking distance of one another. These facilities are especially important in Baraboo, where schools are such an important part of the community and where there is a large percentage of older residents.

Planned growth should accommodate, or at least not impede, safe bicycle and pedestrian travel as an integral part of the community's growth. According to national standards, bike routes should be designed along streets that provide a direct route to a useful destination, have traffic volumes of less than 2,000 cars per day, and have speed limiters of 30 MPH or less. Bike routes on streets that do not meet these standards should have wider travel lanes and/or designated bike lanes to safely accommodate bike traffic.

Map 6a and Map 6b illustrate designated bike routes within the community. These bike routes are intended to connect the City's key destinations such as schools, parks, the river and downtown area to each other and to surrounding neighborhoods. As evident on the map, USH 51 and the Baraboo River serve as major barriers to bike travel in Baraboo. In addition to these city bike routes, the draft 2000 *Bicycle Transportation Plan for the Madison Urban Area and Dane County* recommends bicycle facility improvements

for the larger Baraboo area. This plan recommends widening the paved shoulders along USH 51, CTHs N and B, and Highway 138 to better accommodate on-road bike traffic.

Baraboo River walk

In 2001, the Citizens for Waterfront Revitalization—a grass-roots organization formed in 1997—created Baraboo Rapids Strategic Plan for the Baraboo River. The Plan identifies seven “zones” and outlines development/redevelopment strategies to guide physical improvements along the river. The Plan calls for the development of a riverwalk and recreational trail (for both pedestrians and cyclists) to link riverfront parks, attractions, and commercial districts.

Ice Age National Scenic Trail

Part of the 1,000-mile Wisconsin Ice Age Trail, the four-mile Sauk County segment runs between Parfrey’s Glen in the Town of Merrimac and the Ice Age Loop, which reaches the top of the East Bluff of Devil’s Lake. The route of the Ice Age National Scenic Trail generally follows the end moraines of the most recent glaciation, diverging from them in several areas to include other features of the glacial landscape and the Driftless Area. The completed segments of the trail are shown on Map 6a and 6b.

6. Elderly and Disabled Transportation

The Bureau of Transportation, within the Department of Transportation, is responsible for state vanpooling and ridesharing programs. Currently, the State of Wisconsin has 68 vans in the vanpool project. The City of Baraboo is served by the vanpool project.

In addition, the Sauk County Commission on Aging also provides transportation for elderly and disabled residents. Volunteer escorts provide rides for medical services, nutritional needs, and personal business where no taxi service is available. Medical transportation is provided by a county employee in a handi-capped accessible van. The Commission on Aging also organizes senior van trips to shopping and tourism destinations in the area.

7. Transit

There are currently no Park & Ride lots located in Baraboo, or Sauk County at this time. However, there is a Department of Administration-sponsored “Vanpool” available, providing service to Madison.

Greyhound Bus provides service to nearby Wisconsin Dells. Two westbound and three eastbound routes provide daily service to the area. Local or County passenger bus transit service is not available. Public bus service is not available in the City of Baraboo.

8. Water and Truck Transportation

There is no waterborne freight movement in the City, Sauk County, or the region. The water bodies are too shallow. The City and the DNR have removed all damming and encumbrances from the Baraboo River; however, the River is best suited for recreational activities such as canoeing and fishing. Most freight shipments in Baraboo occur by truck, with some by rail. Semi-truck shipments are most prevalent along US Highway 12, State Trunk Highway 33, and Interstate 94.

9. Review of State and Regional Transportation Plans

The following is a review of state and regional transportation plans and studies relevant to the City. The City’s transportation plan element is consistent with these state and regional plans.

Memorandum of Agreement concerning US Highway 12 between Middleton and Lake Delton, Wisconsin (1999)

The Memorandum of Agreement (MOA) is an agreement between Sauk County, Dane County, the State of Wisconsin, WisDOT, the Wisconsin Department of Natural Resources (WisDNR), the Federal Highway Administration (FHWA), the U.S. Environmental Protection Agency (USEPA), the U.S. Fish and

Wildlife Service (USFWS), the National Park Service (NPS), and The Nature Conservancy (TNC). The agreement includes commitments and timeframes for Highway 12 improvements in Dane and Sauk Counties, protection of the Baraboo Range National Natural Landmark, farmland preservation, and other natural resource protection. Specifically, the parties agreed to the following transportation system improvements:

- “WisDOT and FHWA may proceed with a phased construction of a modified four-lane USH 12 in Dane County [between Middleton and Sauk City]...”
- “WisDOT will not initiate construction of a USH 12 bypass of the Village of West Baraboo between Terrytown Road and Point of Rocks before 2015.”
- “WisDOT will exercise its authority to control and reduce access points along USH 12...”

The parties also agreed to the following:

- The creation of two funds “to provide long-term protection of the nationally significant natural resources in the Baraboo Range National Natural Landmark (BRNNL) which may be impacted from the USH 12 project.” The BRNNL Protection Fund “will contain \$5 million paid by WisDOT from state/federal transportation monies.” The Special BRNNL Stewardship Fund “will contain up to \$5 million of additional Stewardship Capital Fund dollars but will require a dollar-for-dollar federal/local/private non-transportation fund match...”
- Funding of \$250,000 each for Dane County and Sauk County for local planning assistance for “the towns, cities, and villages along the USH 12 corridor to use as they see appropriate to address growth-related issues.” Part of this funding was used to prepare the *Sauk County Highway 12 Corridor Growth Management Plan* described below.
- The creation of the Sauk County Fund in which “WisDOT agrees to provide up to \$250,000 over a five year period in state/federal transportation monies to be used to establish and fund a program to purchase lands, scenic/conservation/agricultural easements and/or development rights from willing sellers in Sauk County outside of the BRNNL.”

Highway 12 Corridor Growth Management Plan (2002)

The *Sauk County Highway 12 Corridor Growth Management Plan* includes a vision and detailed recommendations for the entire 24-mile Highway 12 corridor, which encompasses all communities through which Highway 12 runs. Recommendations made in the plan focus on identifying areas for development, preserving farms and natural areas, protecting community appearance and views, promoting appropriate economic development, and making the most out of planned transportation improvements.

The recently completed Highway 12 Corridor Growth Management Plan calls for several future improvements to Highway 12 in the Baraboo area. These included:

- The realignment of Highway 12 between Fern Dell and Terrytown Roads is programmed for construction in 2007-2008.
- The realignment of Highway 12 between Terrytown Road and Point-of-Rocks would begin construction after 2015.

The proposed realignments would be between $\frac{1}{4}$ and $\frac{1}{2}$ mile west of existing Highway 12. Two lanes would be constructed initially, but sufficient right-of-way is being acquired for a divided four-lane highway. Interchanges would likely be at Fern Dell/Moon Roads, Reedsburg Road, Highway 33, Highway 136, Highway W, and Point-of-Rocks. Improvements to existing Highway 12 between West Baraboo and Lake Delton would also be part of the project. The Plan also recommends controlling new access points to existing Highway 12.

Wisconsin State Highway Plan (2000)

The Wisconsin State Highway Plan focuses on the 11,800 miles of State Trunk Highway routes in Wisconsin. The Plan does not identify specific projects, but broad strategies and policies to improve the state

highway system over the next 20 years. Given its focus, the Plan does not identify improvement needs on roads under local jurisdiction. The Plan includes three main areas of emphasis: pavement and bridge preservation, traffic movement, and safety.

Wisconsin District 1 Highway Improvement Program (2004)

The WisDOT District 1 office maintains a six-year improvement program for state and federal highways within the District. Wisconsin has 112,362 miles of public roads, from Interstate freeways to city and village streets. This highway improvement program covers only the 11,753-mile state highway system which is administered and maintained by the Wisconsin Department of Transportation (WisDOT). The other 100,609 miles are improved and maintained by the cities, towns, counties and villages in which they are located. The state highway system consists of 750 miles of Interstate freeways and 11,010 miles of state and US-marked highways.

While the 11,753 miles of state highways represent only 10.5% of all public road mileage in Wisconsin, they carry over 34.7 billion vehicle miles of travel a year, or about 60.5% of the total annual statewide highway travel. To ensure the system's vitality and viability, WisDOT currently invests over \$750 million each year, resulting in over 565 miles of roads improved and rehabilitated annually. Projects in the 6-year Improvement Program in the Baraboo area are outlined in Table 15.

Table 15: Baraboo Area Highway Improvement Projects

Year	Highway	Section	Description
2004	STH 33	Gardner Creek	Replace bridge.
	STH 113	Merrimac – Baraboo	Repave.
2005	STH 123	Baraboo River Broadway	Replace bridge, Install decorative elements. Reconstruct, include bike lanes & parking, decorative elements
2006	STH 159	USH 12 – STH 113	Mill and overlay.
	STH 113	Ash & Water Sts.	Reconstruction and jurisdictional transfer.
2007/09	USH 12	I-90/94 – Ski Hi Rd Gasser Rd – Fern Dell Rd Leuders Rd – Water St	Upgrade to 4 lane highway, Construct Baraboo bypass. Reconstruction. Reconstruction.

Translinks 21: A Multimodal Transportation Plan for Wisconsin's 21st Century (1995)

The Translinks 21 Plan provides a broad planning “umbrella” including an overall vision and goals for transportation systems in the state for the next 25 years. This report documents a statewide highway network designed to provide essential links to key centers throughout the state, to shape a comprehensive, integrated, multimodal transportation blueprint to set the framework for our future policies, programs and investments. Translinks 21 will address the highways, airports, railroads, waterports and urban transportation systems that carry people and goods throughout Wisconsin and provide safe, dependable access to and from Wisconsin communities and help promote regional and statewide economic development.

This 1995 *Plan* recommends complete construction of the Corridors 2020 “backbone” network by 2005, the creation of a new state grant program to help local governments prepare transportation corridor management plans to deal effectively with growth, the provision of state funding to assist small communities in providing transportation services to elderly and disabled persons, and the development of a detailed assessment of local road investment needs. The Plan identifies Sauk County as an agricultural center and a recreation/tourism center, and identifies Baraboo as a trade center.

Wisconsin Bicycle Transportation Plan 2020 (1998)

Wisconsin Bicycle Transportation Plan 2020 presents a blueprint for improving conditions for bicycling, clarifies the WisDOT's role in bicycle transportation, and establishes policies for further integrating bicycling into the current transportation system. The Plan map shows existing state trails and future "priority corridors and key linkages" for bicycling along the State Trunk Highway system in Wisconsin.

Wisconsin Pedestrian Plan Policy 2020 (2002)

In 2001, the State also adopted a pedestrian policy plan, which highlights the importance of walking and pedestrian facilities. Additionally, the Plan outlines measures to increase walking and to promote pedestrian comfort and safety. This Plan provides a policy framework addressing pedestrian issues and clarifies WisDOT's role in meeting pedestrian needs.

Connections 2030

Connections 2030 will identify a series of multimodal corridors for each part of the state. Each corridor will identify routes and/or services of several modes such as highways, local roads, rail, air, transit, etc. When completed, the multimodal corridors will accomplish these key goals: Portray key Connections 2030 recommendations; Prioritize investments; and Assist WisDOT Transportation Districts in identifying future segments for more detailed corridor plans. USH 12 is identified as a primary corridor.

B. Transportation Goals, Objectives, and Policies

Goal: Provide a safe and efficient transportation system that meets the needs of multiple users in and around the City.

Goal: Develop and maintain a comprehensive system of bicycle and pedestrian facilities in the Baraboo area.

Objectives:

- a. Ensure that transportation system improvements are coordinated with land development.
- b. Provide a quality transportation system for the growth areas identified on the Planned Land Use Map that result in safe and convenient access between neighborhoods, employment centers, schools, service centers and recreational centers.
- c. Encourage pedestrian-oriented neighborhood designs that support a range of transportation choices as new developments are platted and existing neighborhoods are revitalized.
- d. Plan and implement a comprehensive network of sidewalks and bicycle routes in the City that serve neighborhoods, schools, parks, playgrounds and activity centers.
- e. Ensure that transportation system improvements are coordinated with land use and development, especially near Highway 12 and the Airport.
- f. Coordinate multi-jurisdictional—Village of West Baraboo, Towns of Baraboo, Fairfield, Greenfield, and Delton, Sauk County, and State transportation system—improvements in the City's planning area.
- g. Preserve and enhance the existing rail infrastructure and facilities to serve business, industrial, and tourism activities in the Baraboo area.

Policies and Programs:

- Consider adopting and administering an Official Map to reserve sufficient rights-of-way for future arterial and collector streets, and recreational trails.

- Work with WisDOT, Sauk County, and surrounding jurisdictions to coordinate land use with future improvements to USH 12, STHs 33, 113, 123, and 136 and CTHs A, DL, T, and W.
- Preserve long-term viability of the airport by limiting development in conflict with the airport's 6-year master plan.
- **Control access to arterial highways** to enhance their capacity and increase safety, such as by requiring adjoining businesses to share driveway entrances or take access from intersecting local roads rather than the arterial. WisDOT has advised an access control plan for existing Highway 12. WisDOT will generally not allow new access points along the north-south stretch of Highway 12, which is consistent with the suggestions of this *Comprehensive Plan*.
- Work to **maintain the viability of the Baraboo-Dells Airport's continued operation** as a productive airfield for local businesses and residents.
- Provide a continuous, **interconnected network of local streets, sidewalks, bicycle routes, and paths for the neighborhood growth areas** that results in safe and convenient access between neighborhoods, employment centers, schools, service centers and recreational centers. This is key to the "Mixed Use" and "Planned Neighborhood" forms for the City's growth areas that is advocated in the Land Use chapter.
- Refine and clarify City policies for requiring sidewalks/recreational trails on public streets. Promote the development of Ice Age Trail through the community. Establish bicycle paths and routes on local streets throughout the community to connect neighborhoods with schools, parks, and shopping. These routes should be identified with appropriate signs.
- Coordinate capital improvements programming with the recommendations presented in this *Plan*.
- Work with the Sauk County and private providers to **continue and expand transportation options** to those who require them, such as the elderly, disabled, and children.
- Encourage identification of trucking routes through the City and further development of existing rail facilities for economic development.

C. Transportation Recommendations

Baraboo residents and City officials readily identified the following key transportation issues throughout the planning process—the effects of the US 12 Bypass on the character of the City and the Baraboo area, the need to alleviate the traffic congestion on local roads by providing better east-west alternatives, the lack of continuous pedestrian and bicycle paths/recreational trails, and specifically the need to develop the riverwalk with an integrated trail network. To address these concerns, this *Plan* recommends the following concepts, which are described in more detail below and in Map 6a and 6b.

1. Work with State, County, and Neighboring Jurisdictions on USH 12 Bypass Improvements

WisDOT has marked construction of the Bypass for 2007 – 2009. The *Highway 12 Corridor Growth Management Plan* identifies areas for growth and seeks to preserve natural areas and farms, protect community appearance and views, promote appropriate economic development, and make the most of transportation improvements. The *Growth Management Plan* does not make detailed recommendations on Highway 12 construction projects. However, the future economic and community health of the Highway 12 corridor communities is directly linked to the preservation of the region's natural and cultural resources. Preservation and enhancement of these assets through comprehensive, coordinated planning and development—along with the implementation of creative and diverse economic development initiatives—will help to maintain and ensure economic health and a high quality of life for future generations.

The City should cooperate with the various agencies to preserve and enhance the area's diverse natural resources and quality of life, including:

- Preserve the agricultural, natural, and scenic landscapes west and south of the inner rim of the Baraboo Valley. The realigned Highway 12 is proposed to follow the west rim and existing development has been generally kept within the south rim.
- Encourage stormwater management techniques that reduce stormwater quantities to pre-development rates, produce water quality benefits that exceed typical standards, and serve as development amenities.
- Adopt detailed site and building design standards and Highway Design Overlay Zoning for the Highway 12 corridor, which should:
 - Encourage attractive buildings—rather than parking—to frame key intersections.
 - Include detailed design standards for projects with large retail or commercial service buildings.
 - Require high-quality buildings, landscaping, signage, and lighting.
 - Create places for public gathering along existing Highway 12.
- Adopt ordinances that do not allow the placement of new billboards.
- Mark the Baraboo Area's edges with community gateway treatments as recommended in Chapter Four: Land Use.
- Retain existing companies and help them grow, and focusing high-technology businesses near Highway 12.
- Expand upon the recommendations of the 2002 Baraboo Rapids Strategic Plan, and prepare a statutory redevelopment plan for the Baraboo River/Water Street Corridor as recommended in Chapter Four: Land Use.



2. Plan for New, Expanded and Enhanced Collector Roads

The City of Baraboo is both blessed and cursed by its unique natural characteristics. What makes for such stunning vistas and enhanced quality of life severely constrains effective and efficient transportation routes within and around the community. As such, the City must work with the surrounding Towns, the Village, and the County to provide an effective collector roadway network to serve the area.

Roads that serve as east/west collectors disperse traffic off of STH 33 and South Blvd; providing direct access into residential neighborhoods and commercial areas. These roads are those shown on Maps 5a & 5b with right-of-way widths of either 80-, 100- or 120-feet. As the City expands, some of these existing collector roads should be extended and/or widened. Moreover, Maps 6a and 6b recommend new roads be built to maintain a complete, interconnected collector road system.

Of particular importance will be the expansion of major collector roads in several locations:

- Expansion of the existing STH 33 as an east-west collector with increased access restrictions. The roadway carries over 16,000 vehicles per day through the center of the community. Where practical, the installation of landscaped medians and dedicated left turn lanes should be installed to assist with traffic flow.

- A north-south collector with an 80-foot right-of-way located east of the existing city limits. The roadway will connect STH 133 to STH 33, and ultimately to CTH T, and will provide the future planned neighborhoods with better access to the south and southwest side of the City.
- Development of Man Mound Road and Goerks Road as the east-west collector along the north edge of the community. This will provide direct access to US 12 and the proposed Bypass, and will alleviate the much of the need for local traffic to utilize STH 33 to travel through the City for commuting.
- Development of the Mine Road extension to connect the south residential area to US 12, and ultimately to CTH W. This east-west collector will serve the planned development areas (identified as urban reserve areas) in the southwest corner of the community. Significant care should be taken in the design and development of this roadway to complement the areas topography.

Access limitations will be important on these collector streets. For instance, the number of driveways or curb cuts may be limited and intersection spacing standards may be needed. For roads with 120' rights-of-way, one to four intersections per mile may be appropriate. For roads with 100' rights-of-way, one to two per quarter mile may be more appropriate. Finally, for smaller roads with 80' rights-of-way, up to four access points per quarter mile may be appropriate. All of the roads identified on Map 6a and Map 6b as new collectors or expanded rights-of-way should be designed with either off- or on-street bike lanes per AASHTO standards.

3. Update the State's Functional Classification Map

The City should also work with WisDOT to update the City's functional classification map. This increases the possibility that state and federal funding assistance may be applied to road construction projects. All reclassifications of the City's present functional road system will require ultimate approval from the Federal Highway Administration. In cooperation with the City, WisDOT's submittal to the FHWA will need to include maps showing the existing functional classification system and the proposed alterations, statistics regarding the mileage of the functional system, and a statement that the study was conducted in cooperation with appropriate local officials. All changes to the functional classification system are directly related to federal-aid eligibility.

4. Create and Implement an Official Map

The City should consider creating and implementing an Official Map immediately following the adoption of this Plan. Under Wisconsin Statutes, the City's Official Map reserves rights-of-way for future streets, pedestrian/bicycle paths, parks, drainageways and other municipal facilities—both within the municipal limits and its extraterritorial jurisdiction. The City should adopt and administer an Official Map to protect roadway corridors, obtain sufficient rights-of-way for roads, and plan for community and neighborhood parks when they are needed.

Before the City approves any certified survey map, preliminary plat, final plat, site plan, conditional use permit or planned unit development within the City Limits or the ETJ area, it should make sure that the proposed development is consistent with the recommendations of the Official Map. Actual construction or expansion of any road may not occur for many years, even after new or additional right-of-way is acquired or reserved. However, the City should work to acquire corridors, through dedication or purchase of additional right-of-way, well in advance of actual need at all available opportunities.

5. Plan for an Interconnected Local Street Pattern

The future circulation pattern within the seven *Planned Neighborhood* and *Mixed Use* growth areas should provide multiple routes to most destinations, while minimizing potential conflicts between residential and non-residential land uses. Spreading traffic among several roads allows for the most efficient use of transportation dollars and minimizes traffic congestion on a few main roads. An interconnected system is also preferred for bike and pedestrian access, police and fire access, street maintenance, and snow plowing.

The local street pattern should be laid out in a manner that takes advantage of the area's natural topography and aligns with adjacent existing streets. To address the issue of traffic circulation within and between subdivisions, this *Plan* recommends that cul-de-sacs be strongly discouraged unless natural features (e.g., topography, wetlands) prevent the extension or looping of a roadway system. Maps 6a and 6b do not show the local street pattern that will be needed to serve future development in this planned growth area, but these streets should be shown on the detailed neighborhood development plans recommended in Chapter Four: *Land Use*.

Once this local street pattern is established through detailed planning, these streets should be dedicated and constructed as new parcels develop. In general, the construction of local streets should be timed so as to avoid serving as de-facto collector streets until the actual collector road is constructed. At the time of development, all subdivisions in the City's growth areas should provide more than one vehicular access point in and out of the development.

In designing the local street pattern for new neighborhoods, the use of traffic-calming measures to help reduce speeds, discourage cut-through traffic and convey the desired community character may deserve consideration. These measures, when coupled with narrower street cross sections as advocated in "Traditional Neighborhood Development" design, also help minimize pedestrian/ automobile conflicts and increase the sense of safety among pedestrians. Recent development trends have found that street widths in designed neighborhoods in the region range from 28 feet with two-sided parking to serve single family lots, to 36-40 feet with on-street parking and bike lanes to serve more intensive lands uses in a neighborhood (e.g., commercial, institutional). Specific traffic-calming measures that may be appropriate in the City's growth areas include intersection bump-outs, reduced curb radii, and neighborhood boulevards. These measures should be designed into the streets at the time of initial development.

6. Properly Guide Land Use Decisions along the US Highway 12 Corridor

A future interchange along the proposed USH 12 Bypass is proposed at the intersections with CTH W. This Plan recognizes the long-term land use planning implications of the Bypass. The City should work cooperatively with the Village, the Town of Baraboo, and the County to ensure that lands along the west side of the Bypass corridor be kept open for future high-quality business park (after a detailed planning process for the urban reserve area) in a manner which preserves land. Commercial activities should not be directed west of the Bypass, and should be sited to the east of the Bypass.

7. Expand and Implement Pedestrian and Bicycle Facilities Plan

To date, the City has gone to great lengths to ensure the installation of sidewalks in areas of new development and to repair walks when deteriorating. Additionally, a private community organization—Citizens for Waterfront Revitalization—have commissioned the Baraboo Rapids Strategic Plan to guide redevelopment of the Baraboo River corridor. The Plan outlines the need to develop a riverwalk to provide accessibility to the river and to connect parks, neighborhoods, and activity centers. Greater detail on the riverwalk recommendations are found in Chapter Four: Land Use.

The City should continue to implement a community-wide pedestrian way and bicycle route system, in the form of sidewalks and recreational trails, to forward both transportation and recreation objectives. The City should organize its implementation efforts around a continuous sidewalk system, new bike lanes, an expanded multi-use trail network, and providing regional connections. Additionally, the integration of the City trail network should be integrated into the Ice Age Trail, connecting the Devil's Lake State Park to the Circus World Museum to the historic downtown to the university and Mirror Lake area.

- **Expand sidewalk system** The City should require sidewalks on both sides of all existing and proposed collector streets, and on both sides of key routes to schools, parks, and other community facilities with heavy foot traffic. Other sidewalks or paths should be provided within neighborhoods where necessary—as determined by the Plan Commission, the Parks Commission, and the Public Works Committee—to maintain relatively direct connections between destinations when they are not

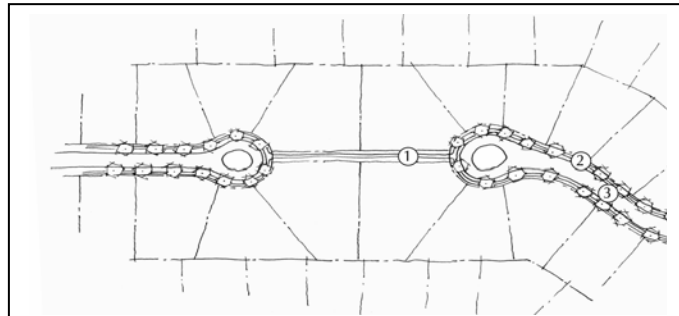
available on local streets (e.g., between a residential neighborhood and adjacent shopping area). This is especially important at the ends of cul-de-sacs (see the adjacent figure). Paths designed exclusively to serve the neighborhood should be maintained by a homeowners' association as a neighborhood amenity. Pedestrian access should be carefully considered during site plan reviews and all new development projects should be required to accommodate the needs of pedestrians, bicyclists, and the physically challenged.

▪ **Expand Off-Street Bike Path System.**

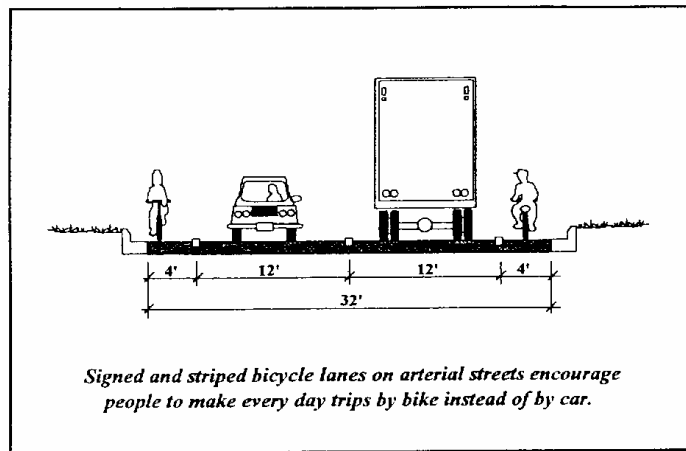
Off-street bike trails are often preferred where recreational traffic is heavy, and multiple uses (walking, in-line skating) are anticipated or encouraged. Off-street paths should be generally 10 feet in width and constructed within a minimum 20-foot easement or within the terrace of the existing right-of-way. As part of the plat approval process, developers may be required to provide easements and/or construct paths as part of the range of public improvements within a subdivision. Recommended routes for off-street paths are limited to the potential rails to trail

conversion. Additions to this system should be considered in a detailed Bicycle and Pedestrian Plan, or as an adjunct to the next update of the City's 5-Year Comprehensive Outdoor Recreation Plan. The Recreation Plan makes the City eligible to obtain state and federal grants to assist in bikeway acquisition and development. The City should also require easements or the dedication of rights-of-way for bikeways with the approval of new developments (even when actual construction may be years away), and budget funds for bikeway development.

- **Design On-Street Bike Lanes.** All streets in the City are used to a certain extent by bicycles. When traffic volumes and vehicular speeds are low, on-road bike traffic is generally acceptable without extra street width or designated bike lanes. When volumes are higher, signed and striped bicycle lanes (4 or 5 feet in width) are the preferred option. Bike routes on streets that have traffic volumes of more than 2,000 cars per day and/or speed limits of 30 MPH or more should have wider travel lanes and/or designated bike lanes to safely accommodate bike traffic. Signed and striped bike lanes are recommended for all existing and proposed collector and arterial streets (see Map 6a).



Appropriate Pedestrian Connectivity, including: (1) mid-block/Cul-de-sac pedestrian crossing, (2) sidewalk, and (3) street trees.



8. Promote the Viability of the Baraboo-Dells Airport and Protect its Future Expansion

It is the Airport's intention to expand its primary runway to 5,500 feet to accommodate corporate jet traffic. The City, the Village, the surrounding Towns, and the County have expressed that the airport in an

invaluable public facility and its future growth must be preserved. Maintaining the airport will expand community economic development opportunities by providing an “in-town” air access service to businesses that many other communities do not offer. Based on these objectives, the Baraboo area communities anticipate the continuation of the Airport in its current location, and wish to implement a compatible future land use pattern around the Airport (see Maps 5a and 5b). The City, Village, Towns, and County should adopt airport protection area policies to provide for the future expansion of the airport and encourage only compatible land use decisions as determined by the governing body or bodies with land use or development jurisdiction for the area in the future.

Map 6a: Transportation Plan Map (Detail)

Map 6b: Transportation Plan Map

CHAPTER SIX: UTILITIES & COMMUNITY FACILITIES

CHAPTER SIX: UTILITIES & COMMUNITY FACILITIES

This section of the *Plan* contains a compilation of background information, goals, objectives, policies and recommended programs to guide the future maintenance and development of utilities and community facilities in the City of Baraboo, as required under §66.1001, Wisconsin Statutes.

A. Existing Utilities and Community Facilities

1. Sewer System

The City's wastewater treatment facility (WWTF) was built in 1982. The Baraboo WWTF handles sewage from the City of Baraboo, Village of West Baraboo, the Town of Baraboo Sanitary District #1, and Devil's Lake State Park. According to the 2002 Sanitary Sewer Service Area Plan (revised in February 2004) for the City of Baraboo, the WWTF is currently receiving approximately 1.9 million gallons per day of sewage flows, or 80 percent of its design flow. This is adequate to handle sewage flows for the next several years; however, the WWTF capacity will need to be increased by the end of the 20-year planning horizon. The City's Utility Superintendent is planning upgrades to be identified in 2005, completing design in 2006, and constructed in 2007-2008.

2. Water Supply

The City of Baraboo's water system was initially constructed in 1886, consisting of one elevated tank, one pumping station, and 34 miles of water main. The system now consists of 5 wells, four storage tanks, with a combined capacity of 2,377,000 gallons, and 65 miles of water main. Because of the topography, the utility system operates at two different pressure systems to maintain acceptable water pressure. A third pressure system to serve the area west of Highway 12 and south of CTH W is currently under construction.

3. Solid Waste Disposal

The City of Baraboo provides garbage and recycling collection services for single-family and two-family residences. All city collected waste is transported to an Onyx transfer facility. All residential dwellings with three or more units and all nonresidential uses are required to contract with a private waste disposal company—typically Onyx, Waste Management, or Peterson—for collection services. It is believed that most of the waste collected in the City of Baraboo is hauled to a landfill facility in Janesville.

Solid waste disposal sites, or landfills, are important potential sources of groundwater pollution in Sauk County. With the passage of stringent federal regulations in the late 1980s, many landfills closed, including the City's landfills site located north of the City on CTH A.

To protect drinking water quality, the WisDNR requires a separation of 1,200 feet (a little less than $\frac{1}{4}$ mile) between open or closed landfills and nearby private water supply wells. There is one closed solid waste disposal sites within the planning area. The well protection zone is determined by using the 100-year zone of contribution measurement, which is the land surface area over which recharging precipitation enters a groundwater system and eventually flows to the well. This is illustrated on Map 5b: Planned Land Use.

4. Stormwater Management

The City is taking a more proactive approach to addressing stormwater management needs, recognizing the necessity for properly managing stormwater runoff from existing and new development due to its location along the Baraboo River and Skillet Creek. The City has contracted with MSA Professional Services, Inc. to conduct area drainage studies for: East Street, Rosaline Street, the Baraboo East Side, and Birch Street.

East Street Drainage Study: This July 2000 Study outlines existing conditions within the 294-acre basin, and modeled drainage patterns for future development. The Study recommends the use of detention basins to manage stormwater quantity. Also, storm sewer should be extended to Madison Street and along 15th Street.

Rosaline Street Drainage Study: This April 1999 Study for the 173-acre basin recommends the increasing capacity to alleviate localized flooding of various streets. Additionally, extending the Elizabeth Street storm drain to reroute run-off would significantly decrease the amount of detention needs in the basin. A detention basin in Hackett's Hollow is also advised.

East Side Drainage Study: This April 1999 Study focused on the area south of STH 33 to the east of Isenberg's Hardware specifically to alleviate flooding along Lincoln Avenue and to address run-off at the Schwartz property. The basin contains approximately 1,000 areas that flow through the Schwartz property to the Baraboo River. A detention basin has been constructed by the City on park property north of 12th Street to address the problem. This has had a significant positive impact. Additional storage facilities are recommended for the basin to lessen run-off and flooding concerns.

Birch Street Drainage Study: This Study is for the 182-acre area defined by Summit Street, 11th Avenue, and Ash Street. The area is completely developed and typically unable to accommodate the 10-year rain event. A reliever storm sewer is recommended to be installed to alleviate the burden on the Birch Street interceptor. A flood bypass should be constructed at the Donohue Terrace Apartments.

The City should continue to enforce a policy of stormwater management facilities for all new development and redevelopment. The requirements of the policy should address both stormwater quantity and quality. These requirements should be codified in ordinance language.

5. Law Enforcement

Staff and Equipment

The Department employs 32 full-time and 6 part-time employees. The Police Chief has identified that two additional full-time officers are needed to meet the current demands of the Department.

There are 14 police cruisers in operation, and the Department operates various other pieces of equipment.

Facilities

The City of Baraboo Police Department serves as the primary law enforcement agency to City residents, and is located in the Municipal Building at 135 4th Street with the Fire Department and City Hall. The Police Department occupies approximately 4,500 SF of the facility for administrative and officer offices, garage, evidence processing and storage, briefing and locker rooms, records storage.

The Department also occupies 2,150 SF of space in the Alma Wiata building located near the Municipal Building. The building is used to house vehicles and large tools, as well as long-term evidence storage. The facility does not fully protect stored materials from moisture or cold. Security is also a concern.

Approximately 2,400 SF of fenced outdoor space is utilized near the City Services Center to store towed vehicles. Security is a concern.

Issues and Concerns

The Department has an overwhelming need for privacy and security to perform their daily operations. Due to severe space limitations, both of these priorities cannot be adequately satisfied. This issue will re-surface when discussing the Fire Department and EMS. Public Safety officials have recommended that the three services be consolidated into one new facility in a central Baraboo location. This Plan concurs with their opinion.

6. City Hall

The Baraboo City Hall, located at 135 4th St., was originally constructed in 1967 and underwent an expansion in 1980 through the purchase of a neighboring building. The City Hall currently houses general government administrative staff (administrator, mayor, clerk, finance, and building inspection), the Engineering Department, Police and Fire Departments (with EMS), and the Common Council Chambers.

7. Public Works/Utilities Departments

Public Works Department

The Public Works Department is staffed by the Superintendent, 15 full-time, union employees, and a secretary. The Department is responsible for the maintenance of the City's 62-mile roadway system, maintaining the City's sanitation system and for garbage, recyclable materials and other solid waste removal. Currently many vehicle repairs are outsourced. The Superintendent has identified the need for a full-time mechanic to perform these functions in-house. Additionally, the Department in need of two full-time persons to meet current demands.

Public Utilities Department

The Public Utilities Department is staffed by 12 full-time employees. The Department is responsible for maintaining and improving the City's sanitary sewer and public water infrastructure. As a result of recent State mandates, the Department is to perform cross-connection inspections for utilities. The Superintendent has identified that, at a minimum, one part-time employee is necessary for the Department to provide this service effectively.

Facilities

The Public Works and the Public Utilities Departments operate out of the new state-of-the-art Government Services Center. The 52,000 SF facility contains combined maintenance and repair facilities for street maintenance vehicles, provides facilities for the public works personnel including locker room and shower facilities, and houses the administrative offices. There is a half acre of fenced area adjacent to the facility to allow for semi-secure outdoor storage of equipment and materials.

8. Fire Protection and Emergency Medical Services

The City of Baraboo Fire Department provides fire protection and emergency medical services to the City of Baraboo, the Village of West Baraboo, and the Towns of Baraboo, Fairfield, Greenfield and a small portion of the Town of Sumpter in the Baraboo School District. The Department has a very aggressive public education program that gets the department out to the community. This includes fire prevention safety and education. The Department also provides fire inspections of all required occupancies as mandated by the Wisconsin Administrative Code through the Department of Commerce. The Fire Department also provides technical rescue services. This includes, but is not limited to, confined space, automobile extraction, carbon monoxide, trench rescue, cold-water rescue, and carbon monoxide investigations.

The City of Baraboo Fire Department operates from a budget generated by tax revenue. In addition, the participating communities pay a proportionate share of the Fire Department's operating budget based on equalized value assessment.

The City of Baraboo Fire Department has a full-time career Chief to oversee day-to-day operations. A full-time Fire Inspector/Paid-on-Call Fire Fighter is the only other career position. In addition to the full-time staff, the Department 37 paid on-call firefighters. Training for both fire and emergency medical services is conducted at least times per month.

The Department has three Class A engines, an aerial platform (105 feet), two command cars, two tankers, an initial attack apparatus, a ladder truck, one heavy rescue, one mini-pumper initial-attack apparatus, one

support vehicle, one special operations trailer, one fire safety house, and a Ford Model T engine used as a public relations tool.

The Department has documented its need for a Public Safety facility to serve both the Police and Fire Departments and accommodate EMS. A number of rescue equipment apparatus are stored off-site, resulting in increased response times. The current facility is not conducive to daily operations, whereby responding personnel must “gear-up” adjacent to responding apparatus. The Department has also identified the need for a dedicated, outdoor training facility. Failure to address these prevalent needs may result in the Department not meet the minimum ISO rating requirements. This can have a significant effect on the community in terms of insurance requirements. More importantly it will provide additional opportunities for realistic training. This equates to better trained staff and safer training conditions.



9. Library

The Baraboo Public Library—located east of the square on 4th Street—is a Carnegie Free Library constructed in the *classical revival* style in the early part of the 20th Century, by architects Claude & Starck. It was listed on the National Historic Register in September 1981. An extensive addition was constructed in 1982.

The library contains a collection of over 71,000 items, including books, periodicals, DVDs, CDs and videos. The Baraboo Public Library has historical information from the Baraboo New Republic newspaper on microfiche dating back to 1859. Children’s programs and a special children’s collection of books are also offered, and also a delivery service for homebound individuals. The library is part of the South Central Wisconsin Library System serving nearly 700,000 people in Adams, Columbia, Dane, Green, Portage, Sauk, and Wood counties. The SCLS membership includes 48 public libraries, the eight branches of the Madison Public Library, the three branches of the Portage County Public Library and the Dane County Library Service and its Bookmobile. The library has access to over 1.5 million items within the South Central System.

There are 4 full-time employees and 12 part-time employees in the 15,000 SF facility. Approximately 20,000 persons are served by the facility on an annual basis. However, based upon national standards, the library is currently over 4,000 SF deficient in space. In 2004, a needs assessment was completed that indicated that the library will need 11,500 SF of additional space to meet the projected needs over the planning period.

10. Baraboo Civic Center

In the 1970’s the City acquired the former Junior/Senior High School building to be used as the City’s Civic Center. The Civic Center houses the City’s Park and Recreation Department and many recreational programs are provided through the Center’s gymnasium and special purpose rooms. Also, the Boys & Girls Club and the Wisconsin Department of Motor Vehicles leases space in the building. Office space in the Center is currently rented to various organizations including the Sauk County Industrial Development Corporation and the Baraboo Chamber of Commerce. The Civic Center also provides needed public meeting space to Baraboo’s residents.

11. Circus World Museum

The state-owned Circus World Museum is a major community facility in the City of Baraboo. The site once served as the winter quarters for the famous Ringling Bros. Circus. Since 1959, the site has been owned and operated by the Wisconsin State Historical Society. The Museum's mission is to collect, preserve, and present circus history through unequalled exhibits of circus artifacts, including the world's largest collection of circus wagons, tented circus performances, and historical circus demonstrations.

Each year the Circus World Museum attracts over 100,000 visitors. In addition to the Museum being a major historic site in the City, its operations have a substantial impact on the City's economy. Visitors to the Museum spend millions of dollars on tourism and hospitality in the City, and particularly in the Central Business District.

12. Trash/Recycling Facilities

The City of Baraboo provides garbage and recycling collection services for single-family and two-family residences. All city collected waste is transported to an Onyx transfer facility. All residential dwellings with three or more units and all nonresidential uses are required to contract with a private waste disposal company—typically Onyx, Waste Management, or Peterson—for collection services. It is believed that most of the waste collected in the City of Baraboo is hauled to a landfill facility in Janesville.

13. Cemeteries

There are two cemeteries located in the City of Baraboo, Walnut Hill and St. Joseph's. The cemeteries are adequate in size to meet the needs of the community.

14. Wireless Telecommunications Facilities/Fiber Optics

In Baraboo, wireless telecommunications towers are permitted as conditional within areas with an industrial zoning classification. The City has a wireless telecommunications ordinance to protect residential areas from potential adverse impacts of these facilities and encourage the collocation of facilities on existing or planned towers.

The following providers currently have service available in the City of Baraboo and surrounding area: Einstein PCS, Verizon Wireless, Nextel, US Cellular, NextWave, PCS Wisconsin, Alltel, Cingular Wireless, and Sprint PCS. There are currently the following 16 telecommunications towers located in the City: A comprehensive listing of all communication towers registered in the City with the Federal Communication Commission is found in Table 16.

Charter Communications has upgraded its cable infrastructure to a state-of-the-art combination of fiber-optic lines and coaxial cable. This infrastructure is called "broadband" because the fiber-optic/coaxial hybrid expands the network's bandwidth (the range of frequencies the network can carry). Broadband enables high-speed, always-on access to an information and communications network, including video programming, high-speed Internet access, digital cable, video on demand, high definition television, interactive services and telephone service.

Table 16: Communication Towers in Baraboo, 2005

	Tower Owner Name	Height Above Ground
1	Pointon Communications	130'
2	Wisconsin RSA No. 8 Limited Partnership	84'
3	Wisconsin RSA #8 LP d/b/a ALLTEL	61'
4	State of Wisconsin	73'
5	CenturyTel of the Midwest-Kendall, LLC	32'
6	Wisconsin Bell Inc.	49'
7	Sauk County	65'
8	CC VIII Operating, LLC	91'
9	Baraboo Broadcasting Corporation	81'
10	American Towers, Inc.	111'
11	Norlight Telecommunications, Inc.	41'
12	Entercom Madison, LLC	199'
13	Sam's Rotary Drillers Inc	152'
14	AAT Communications Corporation	48'
15	Pinnacle Towers LLC	152'
16	City of Baraboo	38'

15. Electric Generation and Power Distribution Facilities

The City receives its electric and gas service from Alliant Energies. Electric transmission facilities are owned and operated by American Transmission Company.

16. Medical Facilities

St. Clare Hospital, a 100-bed acute healthcare institution, provides medical, surgical, intensive care, emergency, and outpatient services. There is also a 100-bed long term care facility with a 20-bed assisted living wing, and a health care foundation. The hospital features a full-time emergency department and an urgent care clinic. Other support services are available such as computed tomography, mammography, a child-birth center, arthroscopic surgery, alcohol/drug recovery programs, physical, occupational and speech therapy, home health care and hospice care, cardiac rehabilitation, occupational health services, emergency response systems for the homebound and health education programs. In addition to the hospital's own medical staff, approximately 40 other physicians from Madison and surrounding areas form St. Clare Hospital's Consulting Medical Staff.

17. Educational Facilities

The Baraboo School District serves the City of Baraboo, Villages of West Baraboo and North Freedom, the Towns of Baraboo, Fairfield, and Greenfield; and portions of the Towns of Delton, Excelsior, Freedom, Merrimac and Sumpter. The School District boundary is illustrated on Map 1 and the public school facilities are illustrated on Map 5a. In 2005, the school district chose to close the Fairfield Center Elementary School due to district-wide enrollment declines.

Table 17: Baraboo School District Enrollment, 2004

School	Enrollment
East Elementary	320
Fairfield Center Elementary	97
Gordon Willson Elementary	327
North Freedom Elementary	178
South Elementary	236
West Elementary	114
Baraboo Middle School	700
Baraboo High School	1,041
Total Public School Enrollment	3,013
Living Hope Academy	40
St. John's Lutheran Evangelical School	176
St. Joseph's Catholic School	152
Total Private School Enrollment	368

Source: WI Dept. of Public Instruction, 2004

Table 18: Baraboo Area School District Enrollment, 1998 – 2008

School Year	'98 – '99	'99 – '00	'00 – '01	'01 – '02	'02 – '03	'03 – '04	'04 – '05	'05 – '06	'06 – '07	'07 – '08
Baraboo Area School District Enrollment (total students)	3,012	3,032	3,130	3,087	3,046	3,053	3,013	2,922*	2,891*	2,870*

Source: Wisconsin Department of Public Instruction, 2004 *indicates projected enrollment by Baraboo Area School District

The University of Wisconsin-Baraboo Campus is also located in the City. This Campus is one of the 2-year undergraduate colleges within the UW System and specializes in satisfying the general education requirements of the college curriculum. Students may then either transfer to a 4-year institution, or are granted an Associate's Degree in their chosen field.

18. Senior & Youth Services

The City Parks and Recreation Department operates the City Civic Center which provides facilities and programming for community youth and seniors. This includes field trips, meals programs, classes, etc. Some funding support is provided from Sauk County and the State for outreach services to serve older adults and people with disabilities in the City and surrounding areas. Additionally, the Baraboo Area Boys & Girls Club leases space from the City in the Civic Center to provide youth services.

19. Parks and Recreation Facilities

The Baraboo Parks and Recreation Department is responsible for the City's parks, recreation, Swimming Pool, Zoo, Urban Forestry and Civic Center Programs. The Department contains three full-time, non-union employees, 6 full-time, union employees, and nearly 200 seasonal employees to serve the extensive parks and recreation system. The Department is housed in the Civic Center—formerly the High School—which also provides leased space to the Head Start program, the School District, MATC, Baraboo Credit Union, Senior Center, the Boys & Girls Club, and WisDOT.

As reported in the City's 2002 – 2006 *Comprehensive Outdoor Recreation Plan (CORP)*, there are approximately 150 acres of active and accessible public park facilities provided by the City. According to the *CORP*, Baraboo is currently satisfying the recreational needs of its residents in terms of the overall ratio of total park acreage to population. However, in terms of the provision of specific park types, the City does not meet national recommendations for mini-parks or larger community parks.

Below is a list of the City's parks. A complete description of existing park and recreation facilities and programs offered by the City is provided in the *CORP*.

- **Attridge Park** – Facilities include an ice skating rink, basketball court, fishing, horseshoes, picnic tables, sand volleyball and restrooms.
- **Broadway Park** – Facilities include baseball fields, fishing, and restrooms.
- **Campbell Park** – Facilities include picnic tables, playground, restrooms, swimming pool, and tennis courts.
- **Deppe Park** – Facilities include dog swimming and training, fishing, and picnic tables.
- **Langer Park** – Facilities include a shelter, ice skating rinks, picnic tables, playground, and a softball field.
- **Hoppe Felts** – Facilities include a shelter, basketball court, picnic tables, playground, and sand volleyball.
- **Mary Rountree** – Facilities include a baseball field, fishing, picnic tables, restrooms, soccer, and tennis courts.
- **Ochsner Zoo** – Facilities include a zoo, 3 park shelters, baseball and softball fields, fishing, horseshoes, picnic grills and tables, playground, restrooms, and sledding. The new Black Bear Exhibit was opened in 2003.
- **Pierce Park** – Facilities include a shelter, baseball and softball fields, ice rink, picnic tables, playground, restrooms.
- **Ritzenthaler Park** – Facilities include a shelter, basketball court, picnic tables, and playground.
- **Weber Park** – Facilities include a shelter, ice skating rink, basketball court, picnic tables, playground.

Major recommendations from the City's *CORP* are integrated with the recommendations of this *Comprehensive Plan*. The City should adopt an official map as described in Chapter 5: Transportation that identifies the location of future community and neighborhood parks. This *Comprehensive Plan* calls for the provision of neighborhood park facilities in carefully considered locations within each of the *planned neighborhood* areas. Map 6b depicts recommended general locations for new neighborhood parks, and one new community park. Refinement of these general location recommendations should be considered during the next update of the *CORP*, and such decisions will be finalized during the actual subdivision platting process.

The City of Baraboo requires that park fees be paid as part of new residential developments. At the time of the writing of this plan the following fees were required: \$200 per single-family dwelling, \$300 per two-family dwelling, and \$100 for each individual multi-family unit. These fees were adopted in 1993, and an updated fee study should be conducted in the course of the planning period.

B. Utilities and Community Facilities Goals, Objectives, Policies, and Programs

Goal: Preserve the sense of community and quality of life in Baraboo by promoting an effective and efficient supply of utilities, facilities, and services that meet the expectations of City residents and businesses.

Goal: Coordinate utility and community facility systems planning with land use, transportation, natural resources, and recreation planning.

Objectives:

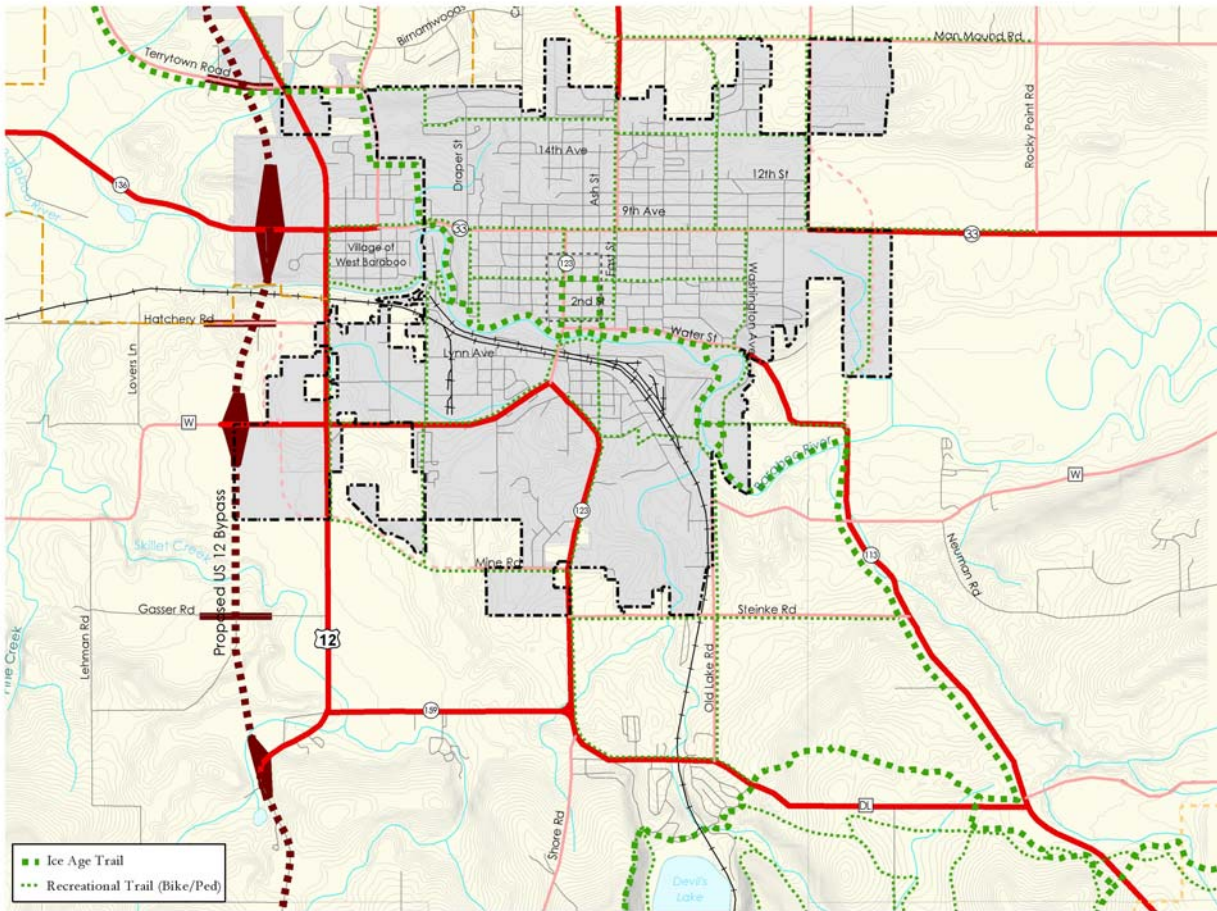
- a. Ensure that basic public services such as adequate police and fire protection, street services, education, and other services are made available to all residents.
- b. Provide quality, accessible parks, recreation, library space, and open space facilities and services to meet the needs of all age groups in Baraboo.
- c. Encourage logical, cost-efficient expansion of facilities to serve compact development patterns.
- d. Maximize the use of existing utilities and facilities within the City, and plan for an orderly extension of municipal utilities and facilities for the planned growth areas.
- e. Respect natural features and conditions in the design and location of this orderly utility extension.
- f. Ensure that the City's utility system has adequate capacity to accommodate projected future growth; avoid overbuilding that would require present residents to carry the costs of unutilized capacity.

Policies and Programs:

- Continue the ten-year capital improvements program that sets priorities for completing public needs, and which can be funded from available fiscal resources.
- Cooperate with other governmental units—County, State, School District, adjacent communities—to avoid duplication of services. Promote the development of shared facilities and parks among various public land uses including, but not limited to, the coordination of recreation facilities.
- Follow the recommendations outlined in the *Sanitary Sewer Service Area Plan*. Confine the extension of urban services to the areas indicated in this Plan for urban development, and time these extensions to follow annexation.
- Avoid extending public utilities over large acreages of undeveloped land for the purpose of serving scattered parcels of existing development.
- Establish specific standards for the quality of a community facility, equitably serving all sections of the City, ensuring that the planning for development and recreational programs will meet the specific age groups in each service area.
- Plan for public facilities on a systems basis, rather than as a series of individual projects. Establish logical service areas for each community service, coincident with the urban service area.
- Promote infill development, redevelopment, and rehabilitation of areas that use existing utility systems and roads, and are close to existing community facilities such as schools, parks, and other public investments.
- Implement and prepare updates to the City's 5-year *Comprehensive Outdoor Recreation Plan*.
- Actively pursue the implementation of a recreational trail system throughout the City, the construction of a riverwalk system, and the implementation of the National Ice Age Trail through the community.
- Follow the recommendations of the City's utility studies when making utility and growth decisions. Prepare and update these studies as appropriate.
- Encourage private sector to meet community child care needs.

C. Utilities and Community Facilities Recommendations

The public participation efforts conducted during the course of this planning process found strong support for the City's community facilities and services. Expanding on the local goals, objectives, and policies above, this section of the *Plan* provides an overview of the key utility and community facility recommendations for the City over the planning period, particularly as they relate to the recommended land use



and transportation network in and around Baraboo. More detailed planning will be required to refine these broad recommendations as opportunities or needs for community facility development arise. For example, the City should continue to update its outdoor recreation, sanitary sewer, water, and storm sewer studies and plans on a regular basis. At the end of this chapter, Table 19 outlines a timetable to expand, rehabilitate or create new community utilities or facilities over the planning period.

1. Parks and Recreation Facilities

Community facilities such as parks, recreational trails, and open space provide Baraboo residents with both active and passive recreational opportunities, provide a connection to the area's considerable nature features, serve as community focal points, increase surrounding property values, and enhance overall quality of life. The City should continue to plan for park and recreational facilities to ensure that these facilities will be adequate in number, type, and location to meet the demands of future growth. The park and recreational facility recommendations of this *Plan* build off of recommendations of the City's *Comprehensive Outdoor Recreation Plan*:

- Plan for and officially map primary park sites in the *Planned Neighborhood* Growth Areas as illustrated on Maps 5a and 5b. These parks would provide an amenity to the planned residential areas on the map and would be ideal for active recreational opportunities. Facilities at these sites could include playfields, playgrounds, and areas for picnicking.
- Implement a bicycle and pedestrian trail system, including the development of the Ice Age Trail and a riverwalk as illustrated in the graphic above. As described in more detail in this chapter, this system is intended to link the City's central area, surrounding neighborhoods, schools, and various park sites.

- Plan for and officially map a greenway corridor where environmental corridors within and around the City exist. See Chapter Four: Land Use for a more detailed discussion of this greenway corridor.

This *Plan* recommends that the City incorporate and refine the above recommendations when the City updates its next *Comprehensive Outdoor Recreation Plan*. WisDNR requires municipalities to update their plan every five years in order to remain eligible for State Stewardship funds (available annually through the Wisconsin DNR) and other grants to assist with the acquisition and development of parks and trails.

In general, park siting should provide for a combination of active and passive features in the same park. Therefore, where possible, even neighborhood parks should locate adjacent to environmental corridors (which ultimately may carry trail facilities). All residents in a neighborhood should generally be within a 10-minute walk (at most ½ mile) from a neighborhood park.

The City should continue to require parkland dedication or collect fees in-lieu-of dedication with new developments to fully supply the recreation demands of Baraboo's growing population. In addition to a land dedication or fee-in-lieu amount, many communities are also now requiring payment of a parkland improvement fee. These fees are then used by the communities to develop parks that have been acquired with appropriate facilities. Further exploring implementation of a park improvement fee is advised by this *Plan*. The City should follow the Wisconsin impact fee law if it decides to implement a park improvement fee. As another alternative, many developers are working directly with communities to not only dedicate but also improve parks within subdivisions when they are platted, and to provide privately-owned park space in certain developments. City ordinances should be adjusted as necessary to allow for this as a City option.

2. Other Municipal Facilities and Services

As the City expands, increased demands will be placed on its municipal facilities. During the course of this planning process, some specific community facility improvements or additions were identified. This *Plan* recommends a formal study for the further exploration and investigation on the following community facility and service enhancements:

- *City Hall*. The City Hall Complex is not well suited for serving its current dissimilar operations. There is a need to convert the entire structure to accommodate either only administrative services or fire/safety operations to a separate facility, and to provide the other services at a distinct location.
- *City Public Safety Building*. Reiterated throughout the planning process is the desire to develop a facility devoted to the needs of the Police Department, Fire Department, and Emergency Medical Services. Public safety entities have specific facility needs to promote safe and efficient operations. The current facilities does not allow the departments to keep all of their necessary equipment on site, do not afford space for training purposes, and do not effectively separate their public operations from their private operations (questioning, booking, and holding personnel). Although site size would become a factor in the possible downtown locations, due to the City's planned growth areas, a central location is preferred. Another option is to site such a facility in one of the City's existing park sites. The City should conduct a feasibility study to delineate space needs and possible locations.
- *Public Library*: The City recently completed a needs assessment study outlining facility space needs to meet current usage and account for future area growth. The current facility is over 11,000 SF deficient to meet existing library needs, and the options available include the construction of a new or expanded library facility. As the current library structure is a Carnegie Free Library listed on the National Historic Register and it is centrally located adjacent to the historic square, all efforts to expand the existing facility should be explored. With this in mind, the City should pursue one of the following options: 1) Expansion to the north into the existing parking lot and share parking with the County facility across the street, or 2) Acquisition of the office to the east to accommodate future expansion and utilize the existing parking lot and share parking with the County across the street.

3. Public School Facilities

It will be critical to coordinate land use and development decisions with the Baraboo's School District's long-range planning efforts. To an even greater extent than the City, an uncertain local development rate and location can create monumental planning problems for public schools. However, given the projected household growth in the Baraboo area and the enrollment trends for the School District, there will likely not be a need for any additional schools in the district. The School District has maintained a Facilities Improvement Five Year Plan to outline capital improvement and maintenance projects and costs, and has identified the need for \$8.8-million in improvements to all of the Districts facilities by 2008. The City should cooperate with the District to coordinate municipal project timing to avoid levy hikes.

The value of the UW-Baraboo facility should not be overlooked. The City should cooperate with the university to ensure that the physical campus and the educational opportunities are integrated into community life. Outreach opportunities to Baraboo Area School District, the health care facilities, and the business community should be encouraged and strengthened. The City should be certain to ensure opportunity for campus expansion and remain involved in state-wide decisions that affect the UW System.

4. Transmission Line Improvements

The American Transmission Company (ATC) operates power lines that traverse the City and surrounding area. Because new transmission lines are costly to build and difficult to site, energy providers are increasingly looking to increase capacity along existing routes. This *Plan* promotes "corridor sharing" or the use of the transmission line's existing rights-of-way, especially in areas planned for residential growth on Maps 5a and 5b. Corridor sharing reduces the impacts by locating linear land uses together, and minimizes the amount of land affected by new easements. It also reduces the proliferation of corridors and easements such roads, pipelines, power lines, and other linear features.

5. Major Public Utility Recommendations

In general, public utility needs will be addressed through more detailed engineering studies on utility systems and specific required improvements following the completion of this *Comprehensive Plan*.

Given the planned expansion of City growth over the planning period, certain utility upgrades will be necessary. In order to serve the City's Eastside Growth Area to the east of CTH T, the City will need to properly site and size a new sanitary service line running south from STH 33 to the Wastewater Treatment Plant.

If the growth area to north (near the airport) is to be achieved, this *Plan* anticipates the need for a well and a lift station and interceptor to be constructed to serve the City's northwest side to provide added utility capacity. However, the need to begin investigating specific sites for these utilities would be late in the planning period, if at all.

Table 19 shows a timetable to expand, rehabilitate, or create new community utilities and facilities in Baraboo.

Table 19: Utility and Community Facilities Timetable

Utility/Facility	Timeframe	Comments
Water Supply	2006 – 2007	Develop and administer a facilities improvement impact fee for new development projects to offset capital improvement costs.
	Ongoing	Continue to monitor available well capacity, storage facility capacity, and future needs based upon anticipated development.
Sanitary Sewer Service	2006 – 2007	Develop and administer a facilities improvement impact fee for new development projects to offset capital improvement costs.
	Ongoing	Continue to update the Sanitary Sewer Service Area Plan a minimum of every five years.
Solid Waste & Recycling Services	Ongoing	Continue to provide municipal garbage and recycling collection services for single-family and two-family residences. Continue to require mixed residential dwellings and nonresidential uses to contract with a private waste disposal company for collection services.
	Every 3 years	Conduct an informational survey of users regarding the provision of services to determine/monitor performance and adequacy.
Stormwater Management	2005 – 2010	Consider developing regional stormwater management facilities in areas where future development is planned, especially for non-residential development.
	Ongoing	Continue to require compliance with minimal quantity and quality components for all developments to mitigate flooding concerns and improve overall ground and surface water quality. All requirements should be codified.
City Hall	2005 – 2007	Conduct Needs Assessment to determine current and future Police Department, Fire Department, EMS, and Administrative space needs.
	2005 – 2010	Remodel City Hall to better accommodate Administrative operations and activities in the space made available by the relocation of the Police Department
City Garage/Shop	2006 – 2008	Explore possibility of providing screened storage areas for non-residential users in the downtown and Water Street areas.
Law Enforcement Facilities	2005 – 2010	Based upon facility needs assessment, construct new public safety building to serve the needs of the Fire and Police Departments and EMS.
Fire Protection Facilities & EMS	2005 – 2010	Based upon facility needs assessment, construct new public safety building to serve the needs of the Fire and Police Departments and EMS.
Medical Facilities	Ongoing	Continue to support the private sector in providing these essential services. Cooperate with the County to provide transportation services for the elderly and

Utility/Facility	Timeframe	Comments
		those with special needs.
Library	2005 – 2015	Will require an extensive expansion to the facility and the parking lot. The City should pursue either: 1) Expansion to the north into the existing parking lot and share parking with the County facility across the street, or 2) Acquisition of the office to the east to accommodate future expansion and utilize the existing parking lot and share parking with the County across the street.
Schools	Ongoing	Continue to cooperate with the District to update the Facilities Improvement Five Year Plan.
	2005 – 2010	Consider the appointment of District official as a regular member of the City Plan Commission.
Wireless Telecommunication Facilities/Fiber Optics	2005 – 2010	<ul style="list-style-type: none"> ▪ Consider revisions to the Zoning Ordinance to better regulate wireless facilities and emerging technologies. ▪ Encourage the expansion of the Fiber Optic “broadband” network throughout the City.
Park & Recreation Facilities	Ongoing	<ul style="list-style-type: none"> ▪ The City should continue to follow the recommendations outlined in the 2002 – 2006 Comprehensive Outdoor Recreation Plan. The Department has outlined a number of regular equipment upgrades in the annual and 5-year capital budgets. ▪ The City should pursue development of the riverwalk in conjunction with the reconstruction of Water St. by WisDOT, the National Ice Age Trail, and as part of a redevelopment plan for the entire corridor. ▪ The Department should continue to update the 10-year Zoo Master Plan. ▪ Conduct an updated impact fee study to ensure that required fees correspond to actual park acquisition cost.
Civic Center	2005 – 2010	Consider removal of the garage structure and redevelopment of the area to provide additional parking for the historic downtown.
	Ongoing	Continue to operate the Civic Center to provide programming and facilities for area seniors and youth.

CHAPTER SEVEN: HOUSING & NEIGHBORHOOD DEVELOPMENT

CHAPTER SEVEN: HOUSING & NEIGHBORHOOD DEVELOPMENT

This chapter of the *Plan* contains a compilation of background information, goals, objectives, policies and recommended programs aimed at providing an adequate housing supply that meets existing and forecasted housing demand in the City of Baraboo. The chapter covers all of the data and analysis as required under §66.1001, Wisconsin Statutes.

A. Housing Framework

This section describes the City's predominant housing stock characteristics such as type, value, occupancy status, age and structural condition. This section also provides projected housing demand in the City, describes housing development and rehabilitation programs available to City residents, describes neighborhood development recommendations, and includes a compilation of goals, objectives and policies regarding housing.

1. Housing Stock Characteristics

In 1990, there were 3,934 housing units in the City. There were 4,727 housing units in the City in 2000. The U.S. Census defines a "housing unit" as "a single-family house, townhouse, mobile home or trailer, apartment, group of rooms, or single room that is occupied as a separate living quarters or, if vacant, is intended for occupancy as a separate living quarter". This definition includes unsupervised homes or apartments developed for the elderly population where each living quarter has a separate access. Facilities where an elderly population has some supervision (e.g., nursing homes, assisted living facilities) are defined under the census as "group quarters". Based on 2000 U.S. Census data, single-family dwelling units remain the predominant type of new housing in the City. Table 20 outlines the housing types in the City from the 1990 U.S. Census to the 2000 U.S. Census.

Table 20: City of Baraboo Housing Types: 1990- 2000

Units per Structure*	1990		2000	
	Units	Percent	Units	Percent
Single Family Detached	2,390	60.7%	2,724	57.6%
Single Family Attached	75	1.9%	152	3.2%
Two Family (Duplex)	569	14.4%	572	12.1%
Multi-Family: 3 or 4 Units	198	5.0%	193	4.1%
Multi-Family: 5-9 Units	216	5.4%	279	5.9%
Multi-Family: 10-19 Units	76	1.9%	236	5.0%
Multi-Family: 20 or More Units	166	4.2%	200	4.2%
Mobile Home	207	5.2%	371	7.8%
Other	37	0.9%	-	-

Source: 1990, 2000 U.S. Census Bureau

Table 21 compares other housing stock characteristics for the City with the Village of West Baraboo, and the Towns of Baraboo, Fairfield and Greenfield. In 2000, the City had a vacancy rate of 5.3 percent. The percent of owner-occupied homes was 63.7 percent. The City's median housing value in 2000 was lower

than the median values of the surrounding communities. The City's median home value increased by 80 percent in the last decade, from \$51,500 to \$92,800.

Table 21: Housing Stock Characteristics

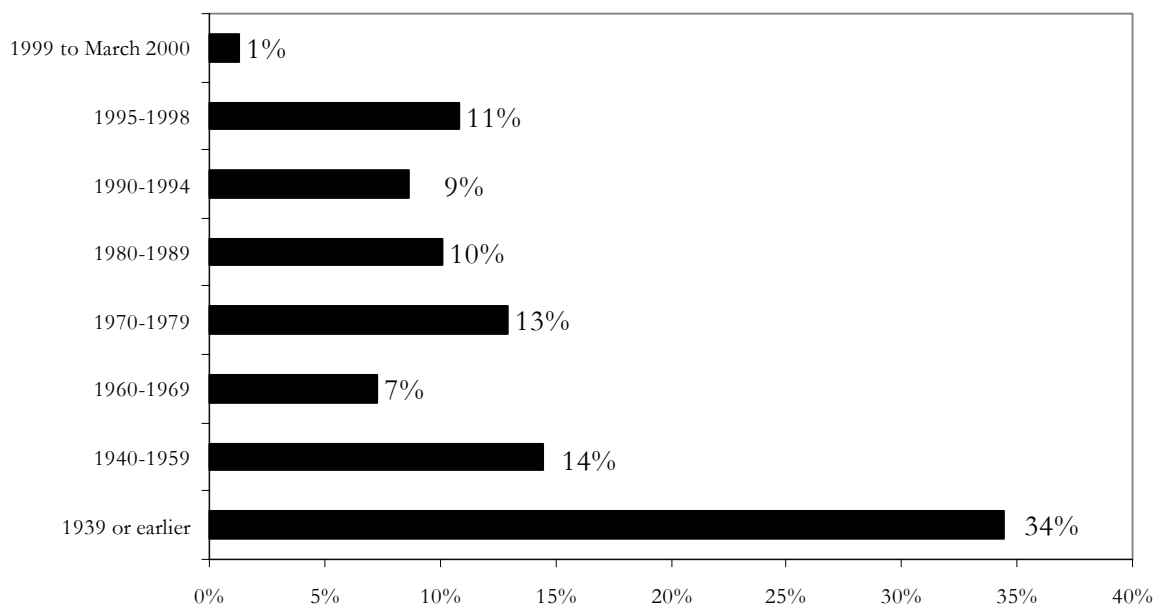
	City of Baraboo	Village of W. Baraboo	Town of Baraboo	Town of Fairfield	Town of Greenfield
Total Housing Units	4,727	490	751	420	384
% Vacant	5.3%	2.7%	8.8%	7.6	8.6
% Owner Occupied	63.7%	61.8%	79.1%	84.0	81.8
Median Home Value	\$92,800	\$99,500	\$156,300	\$132,400	\$132,400

Source: U.S. Census of Population and Housing, 2000

2. Housing Condition and Age

Figure 5 outlines the age of the City's housing stock based on 2000 U.S. Census data. The age of a community's housing stock is sometimes used as a measure of the general condition of the community's housing supply. About 35 percent of Baraboo's housing stock was built before 1939. Rehabilitation of these older homes will be an important issue over the planning period.

Figure 5: Composition of Baraboo Housing Stock by Age, 2000



Source: U.S. Census of Population and Housing, 2000

3. Projected Housing Needs

Projected future housing unit demand in the City of Baraboo is based on population forecasts shown in Table 2, the highest forecasted average household size over the next 20 years as presented in Chapter Two, and the predicted housing vacancy rate. The current housing vacancy rate of 5.3-percent is predicted to remain fairly consistent. Based on this methodology, the expected housing demand in the City is 351 total units in 2005, 380 total units in 2010, 441 total units in 2015, 445 total units in 2020, and 482 to-

tal units in 2025. Projected land use demand associated with the housing demand is presented in Chapter Four: Land Use.

4. Housing Programs

The State of Wisconsin's "Smart Growth" legislation requires that the City provide a range of housing choices that meet the needs of persons of all income levels, age groups, and special needs. This subsection identifies specific programs available in Baraboo that promote such housing.

The City's Community Development Authority (CDA) operates two apartment communities that were built with funds provided by the U.S. Department of Housing and Urban Development (HUD) and provide rental subsidies to low and moderate income individuals, low and moderate income seniors, and persons with physical disabilities. These developments contain approximately 100 federally subsidized housing units, and are located within the City of Baraboo.

The CDA also provides loans to home-owners, landlords and prospective home buyers. Loan proceeds can be used to make homes more energy efficient and/or to make necessary repairs. Funds for home owners do not have to be repaid until they sell the house, or no longer reside in the unit. Landlords can borrow money at 3% interest, but must agree to rent to low and moderate income (LMI-80% of median income) households, and the CDA Loan Committee sets the rents. Applicants for the program are required to be at or below 80% of Sauk County median income. Funds are not always available, but applications are taken anytime and a waiting list is established. When loans are repaid, the money remains in the City of Baraboo and is loaned to another applicant.

Other housing programs available to City of Baraboo residents include home mortgage and improvement loans from the Wisconsin Housing and Economic Development Authority (WHEDA) and home repair grants for the elderly from the U.S. Department of Agriculture. The HOME Investment Partnerships Program funds down-payment assistance for homebuyers, rental rehabilitation, weatherization-related repairs, accessibility improvements, and rental housing development. The Housing Cost Reduction Initiative (HCRI) funds activities such as emergency rental aid, homeless prevention efforts, and related housing initiatives. Further information on these programs can be obtained by contacting WHEDA.

B. Housing and Neighborhood Development Goals, Objectives, and Policies

Goal: Provide for residential growth with a variety of housing types, densities, arrangements, and costs to promote a suitable living environment for all residents.

Objectives:

- a. Carefully control neighborhood development through the detailed neighborhood design process to provide a range of housing types, densities, and costs, but which also maintain the predominantly single-family character of the community.
- b. Design neighborhoods that are oriented towards pedestrians and well-served by sidewalks, bicycle routes, and other non-motorized transportation facilities.
- c. Support infill and redevelopment practices in the strategic areas identified by this *Plan* (see Map 4) to help diversify the community's housing supply.
- d. Create attractive and safe neighborhoods that are well-served by essential municipal services and facilities (sanitary sewer, municipal water, stormwater management facilities, police, fire, etc.).
- e. Phase new residential development in a manner consistent with public facility and service capacity and community expectations.

- f. Locate housing in areas that are served by full urban services, including sanitary sewers and public water within convenient access to community facilities, employment centers and transportation routes.
- g. Provide a range of housing types, costs, and locations in the City that meets the needs of persons of all income levels, age groups, and with those special needs.
- h. Work with private landowners or housing advocates to market the availability of land for the development or redevelopment of low-income and moderate-income housing.
- i. Support programs that maintain or rehabilitate the Village's existing housing stock.

Policies and Programs:

- Guide new housing to areas within the City with convenient access to commercial and recreational facilities, transportation systems, schools, shopping, jobs, and other necessary facilities and services.
- Use detailed neighborhood development plans to tie the opening of new areas for neighborhood development with the capacity of utilities and public facilities to accommodate such development.
- Continue and enact programs to require all proposed residential developments to dedicate land, or pay a fee in lieu thereof, for public park, recreation, and open space acquisition and development.
- Require that the development of new neighborhoods comply with the City's historic housing mix. In general, not less than 65% of all new housing units in any new neighborhood should be single family detached homes.
- Plan for multiple-family developments in parts of the City where streets and sidewalks can handle increased amounts of traffic; there are adequate parks, open spaces, shopping, and civic facilities existing or planned nearby; and the utility system and schools in the area have sufficient capacity. Disperse such developments in smaller projects throughout the City, rather than larger projects in isolated areas.
- Design new neighborhoods to encourage resident interaction and create a sense of place. Design techniques include an interconnected street network; complete sidewalk networks, accessible and visible parks, trails, and other gathering places; houses oriented to the street and not dominated by garages; modest street pavement widths and street trees; stormwater management systems integrated into the neighborhood design concept; and proximity to shopping and services to meet day-to-day needs.
- Reserve areas that contain particular amenities (e.g., adjacent to environmental corridors, wooded sites) for higher-end "estate" type housing on lot sizes ranging from 15,000 to 20,000 square feet to provide a full range of housing choices within the City, and use extraterritorial land division policies to prohibit or strongly limit the provision of large lot homes and "hobby farms" within the extraterritorial area.
- Promote affordable housing through smaller lot sizes, revisiting certain public improvement requirements (e.g., street widths), appropriately planned and located attached and multiple-family housing, and continued participation in county and state housing programs.
- Encourage initiatives that strengthen existing neighborhoods through maintenance of the housing stock, creative reuse of vacant or under-utilized buildings, infill development, and maintenance and improvement of parks.

C. Housing and Neighborhood Development Recommendations

Expanding on the local planning goals, objective and policies described and illustrated above, this section of the *Plan* presents the key housing and neighborhood development recommendations for Baraboo.

1. Implement a Balanced Residential Development Policy

An increasing number of cities and villages in metropolitan areas have experienced a boom in multi-family development, and this is raising concerns about maintaining the “single-family” character of the community. Furthermore, market trends tend to favor larger-scale projects of 100 or more dwelling units, and building sizes of 24 or more dwelling units per building. Baraboo is no stranger to these trends. In response, many communities have enacted a Balanced Residential Development Policy to limit the proportion of housing provided in multi-family development to historic or otherwise desirable levels, and to disperse multi-family development within the community to avoid over-concentrations in any one neighborhood or “side of town”. To pass constitutional muster, such a policy should not include requirements for minimum lot sizes, housing values or rents, or quotas for owner occupied versus rental housing.

Such a policy for the City would be adopted by a Common Council Resolution, upon consideration and recommendation from the Planning Commission. It would most likely exempt infill development or redevelopment projects to provide maximum flexibility and incentives. It would apply to all other projects containing residential units. Typically, the policy would state that every new development project, or combination of projects recognized by the City, that contained residential dwelling units (except for infill or redevelopment projects as defined by the City) would need to provide a minimum of 60% single-family units, and a maximum of 15% two- or three-family units, and a maximum of 25% multi-family units. This approach would allow for market flexibility by not requiring a precise percentage blend. It would also allow projects that are comprised mainly or entirely of multi-family or two-family units to be approved in conjunction with projects that might fully comprised on single-family detached units.

This approach has also resulted in the dispersion of multi-family and two-family dwellings throughout the community. The requirement to provide blended neighborhoods has also resulted in better neighborhood designs because land use transitions occur within the neighborhood boundaries and under the control of a single developer, rather than only at neighborhood edges. This approach has further resulted in the provision of better quality two-family and multi-family units with more site amenities. Another benefit is that a higher percentage of these two-family and multi-family units are designed for owner occupancy. Finally, the Residential Balance Policy has resulted in higher residential densities, and the *streamlined* approval of multi-family projects, because more care must be put into the design of the subdivision and buildings.

The application of a Balanced Residential Development Policy is implemented through the review of individual subdivision and planned unit development projects. Such a policy is best applied in conjunction with Detailed Neighborhood Development Plans, to help establish a very well-designed and “pre-

Traditional Neighborhood Design

Portions of the Eastside Growth Area are appropriate for residential development that employs the concepts of “Traditional Neighborhood Design.” Design elements commonly found in traditional neighborhoods include:

- Reduced building setbacks that create a distinct sense of place and charming human scale by bringing buildings close to the sidewalk and street;
- Use of picket fences, wrought iron fences, masonry walls, or hedgerows to define the outdoor space between the home and street and to create human scale spaces;
- Use of front porches and stoops to encourage social interaction between neighborhood residents and to create visual interest in building facades;
- Pulling back garages behind the front facade of the home as much as possible or placing the garage in the rear yard of the home with access from an alley, lane or parking court;
- Use of public plazas, greens and squares to provide focal points for the neighborhood, create visual interest, and generate highly prominent building sites.

Many communities in Wisconsin have enacted an ordinance to guide this type of development, using models developed by the University of Wisconsin.

approved” land use pattern. The areas designated in the *Planned Neighborhood* category on the Planned Land Use Map are ideal for the application of these two strategies.

2. Promote Infill and Maintenance of Existing Residential Properties

The City should encourage new residential development on existing platted and fully improved lots, and small unplatted parcels that had been passed over, before extending urban services to new areas for residential development. To gain a better understanding of the infill development potential in Baraboo’s mainly built-up areas, the City should conduct an inventory of all vacant, developable parcels and lots; identify factors that have resulted in them remaining vacant; and develop approaches to encourage their development as appropriate. The City should also support redevelopment or rehabilitation of older residential properties. Property maintenance codes should be strongly enforced in Baraboo’s older neighborhoods.

3. Promote Well-Planned Neighborhood Development in the Eastside Growth Area

This *Plan* recommends that neighborhood development continue to expand eastward, using natural features as the ultimate edges for residential expansion. Maps 3a and 3b and Chapter Four: Land Use contain detailed recommendations for the Eastside Growth Area. In general, the Eastside Growth Area should be planned, designed and developed in accordance with “planned neighborhood” principles included in the graphic on the next page. Certain parts of the Eastside Growth area may also be appropriate for “traditional neighborhood design” techniques, outlined in the sidebar. These techniques seek to replicate some of the design characteristics of pre-World War II neighborhoods in Baraboo. Other parts, particularly those including and near natural features, may be appropriate for larger homes on larger lots. In general, the City should ensure that there is a good mix of housing types, colors, façades, garage treatments, and other visual characteristics in all new subdivisions.

For large-scale development projects (e.g., 80+ acres), developers should be required (or provided strong incentives) to include non-residential development areas to create convenient, walkable destinations for surrounding residents, and enhance tax base opportunities. Non-residential development, including small-scale commercial uses or institutional uses, is particularly suitable at major intersections or along major roadways in the City’s Eastside Growth Area. For example, this *Plan* (see Map 3a) recommends a cluster of non-residential uses at the intersection of CTH T and STH 33.

The most effective approach to identifying how the neighborhood design recommendations of this *Comprehensive Plan* would play out “on the ground” is to prepare and adopt a detailed neighborhood development plan for the Eastside Growth Area, as advised in Chapter Four: Land Use. As part of that detailed planning process, a careful review of zoning district options and subdivision design standards would also be appropriate to assure that City ordinances are facilitating (or at least not impeding) this design advice.

4. Promote the Preservation of Single-Family Areas Within the City

Much of the City is currently zoned R-2, Two-Family District, which allows for both single-family residences and duplexes by right. The City is concerned with the potential for wide-spread conversion of single-family homes into duplexes and the outright construction of new two-family dwellings in neighborhoods that are predominantly comprised of single-family residences. These conversions have begun to disrupt many neighborhoods, and have resulted in concerns over the protection of property values. This Plan recommends that the City initiate a study of the neighborhoods in the City to determine their composition, and conduct a city-wide rezoning of appropriate areas to the R-1, Single-Family District, to preserve the single-family character of such neighborhoods.

5. Support Provision and Supply of Affordable Housing

The City should continue to support programs that provide affordable housing to low- and moderate-income families in the community. This will provide diversified housing choices in the County Seat, and will likely increase the number of school aged children residing in the City to reverse the School Districts

declining enrollment trend. These programs include the Community Development Block Grant (CDBG) program to undertake housing rehabilitation projects for low-to-middle income families, home mortgage and improvement loans from WHEDA, and home repair grants from the USDA. The USDA Rural Development program is generally available in cities.

The City might wish to explore the development of a housing trust fund. A housing trust fund is a pool of money available for housing projects for middle or lower income households. The fund is used to fill financial gaps to make housing projects feasible. Trust funds are replenished on an annual basis or they may be designed to be perpetual and self-sustaining. Revolving funds are sustained by the payments of loan recipients which are then used to supply additional loans.

In addition, the City could encourage infill development on vacant or under-used lots within the built-up area of Baraboo as a means to promote affordable housing. This *Plan* identifies some of these vacant or underutilized parcels inside the City limits as “Smart Growth” areas, shown on Map 4 as *Planned Mixed Use* areas. As a next step, the City develop a more detailed inventory of potential vacant and underutilized sites, and distribute this inventory to home builders and other housing providers. In addition, the City could adopt more flexible regulations to allow development of irregular or substandard infill lots, allow mixed uses for infill developments to enhance the economic feasibility; and even assist in the acquisition, clearance, and consolidation of infill lots into larger, more easily developed sites. The vision for the East-side Growth Area and the neighborhood design principles advocated in this *Plan* are intended to promote a range of housing choices by advocating a range of densities, detached and attached homes, and lot sizes. Land costs can be up to twenty-five percent or more of the total costs for a home. Smaller lot sizes reduces land costs, which in turn can make owner-occupied housing more affordable.

6. Enact Design Standards for Multiple Family Housing

Multiple family housing is an important component of the community to provide options for the elderly, younger residents, and employees for Baraboo businesses. Such housing can also be part of an overall economic development strategy (see Chapter Eight: Economic Development). However, such projects can often cause community opposition. In some cases, this is because such projects have been poorly designs and use lesser quality construction materials. This *Plan* advises that the City enact detailed design guidelines for all new or expanded multi-family residential developments and enforce them during development review processes. The following guidelines and Figure 7 provide a foundation:

- Incorporate architectural design that fits the context of the surrounding neighborhood, and Baraboo’s overall character. Encourage layouts where buildings appear as a grouping of smaller residences. Within and near the downtown, promote building materials, designs, scale, and setbacks that are compatible with the surrounding historic character.
- Use brick and other natural materials on building facades. Avoid monotonous facades and box-like buildings. Incorporate balconies, porches, garden walls, varied building and facade setbacks, varied roof designs, and bay windows.
- Orient buildings to the street with modest front yard setbacks, bringing street-oriented entries close to public sidewalks to increase pedestrian activity. Include private sidewalk connections.
- Locate parking, dumpsters, and other unattractive uses behind buildings.
- For parking lots and garages, (a) locate garage doors and parking lots so they are not the dominant visual element; (b) screen parking areas from public view; (c) break up large parking lots with landscaped islands and similar features; (d) provide direct links to building entrances by pedestrian walkways physically separated from vehicular movement areas; (e) large parking garages are undesirable, but where necessary, break up facades with foundation landscaping, varied façade setbacks, and recessed garage doors.
- Provide generous landscaping of sufficient size at time of planting. Emphasize landscaping (a) along all public and private street frontages; (b) along the perimeter of all paved areas and in islands in larger parking lots; (c) along all building foundations; (d) along yards separating land uses which differ

in intensity, density or character; (e) around all outdoor storage areas such as trash receptacles and recycling bins (also include screening walls in these areas); (f) around all utility structures or mechanical structures visible from public streets or less intensive land uses.

- Provide on-site recreational and open space areas to serve the needs of residents. Whenever possible, develop contiguous rear yards as a unit to encourage use by building residents and guests.

Figure 6: Mix Use Development Components

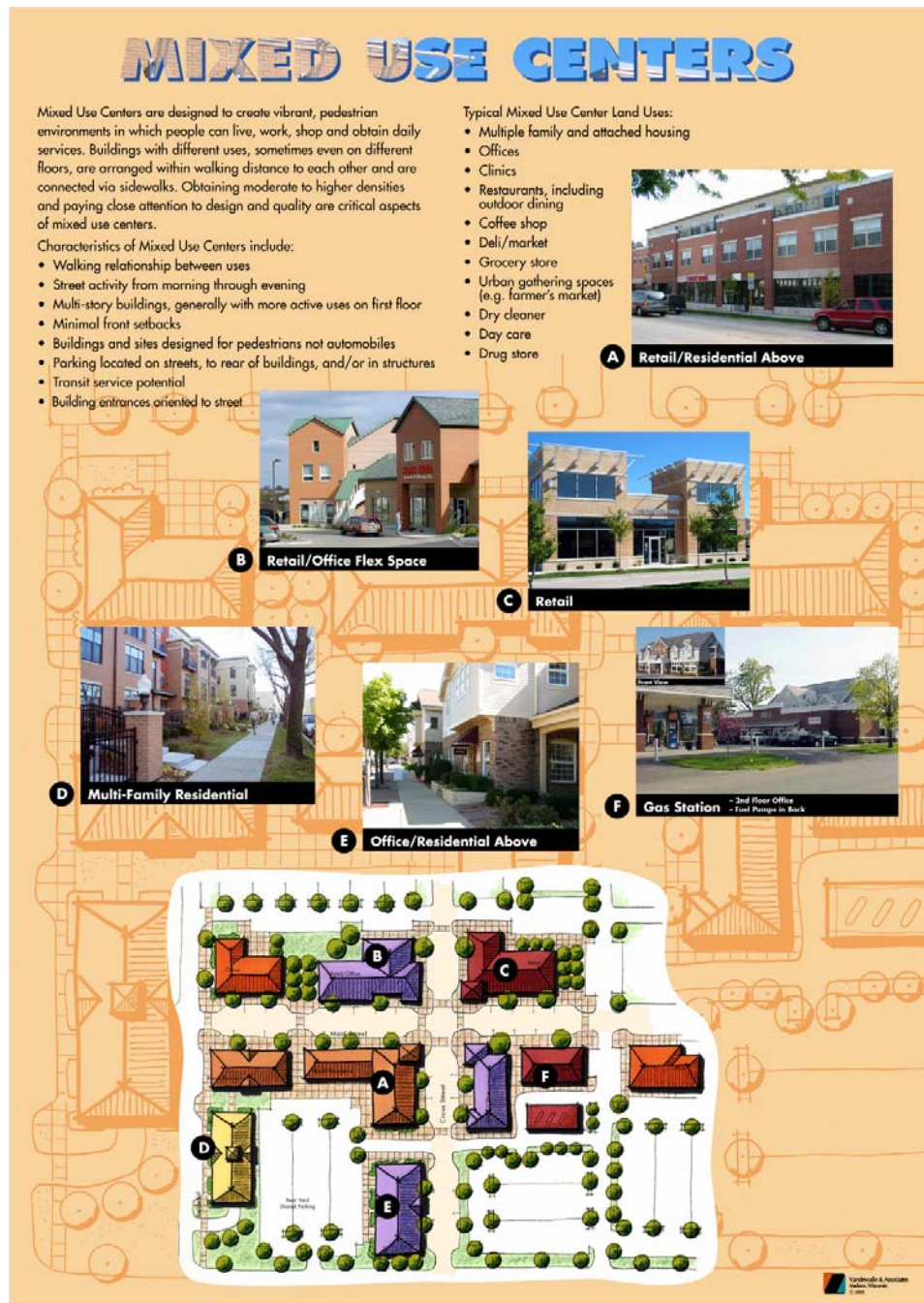
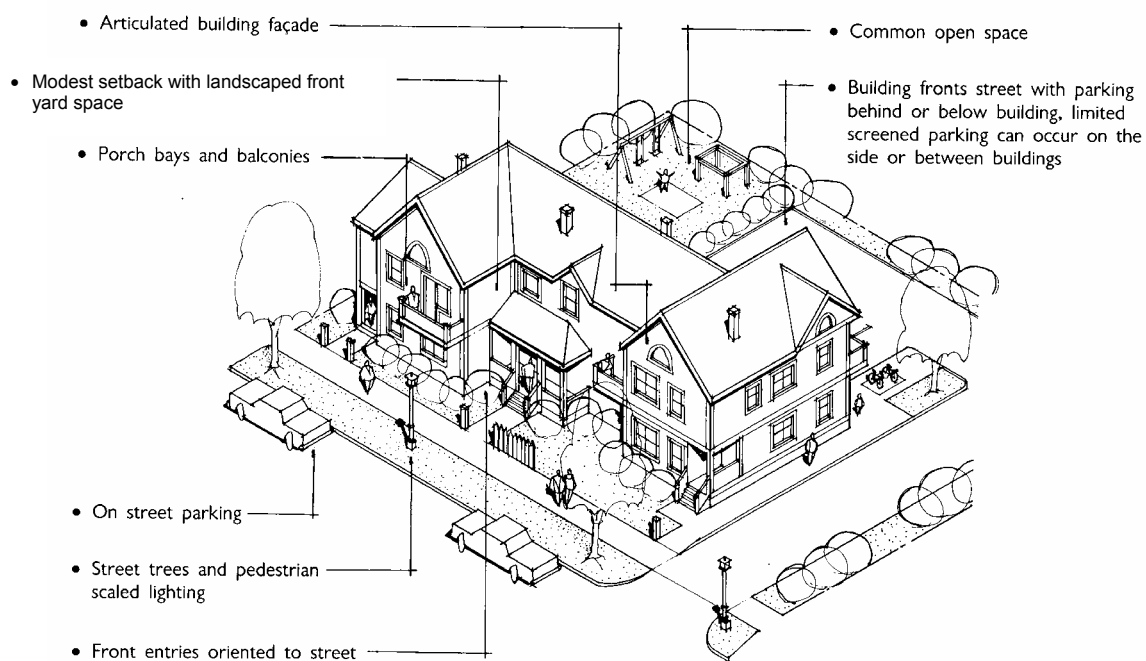


Figure 7: Preferred New Multi-Family Residential Development Layout

CHAPTER EIGHT: ECONOMIC DEVELOPMENT

CHAPTER EIGHT: ECONOMIC DEVELOPMENT

This chapter of the *Plan* contains a compilation of background information, goals, objectives, policies and recommended programs to promote the retention and stabilization of the economic base in the City of Baraboo. As required by §66.1001, Wisconsin Statutes, this chapter includes an assessment of new businesses and industries that are desired in the City, an assessment of the City's strengths and weaknesses with respect to attracting and retaining businesses and industries, and an inventory of environmentally contaminated sites.

A. Economic Development Framework

The highest percentages of workers in the City of Baraboo are employed in professional and managerial occupations, and sales and office occupations throughout the area and region. Perry-Judds, Ho-Chunk Casino, County government, the School District, Sysco Foods, and Flambeau are some of the larger employers *within* the community. There are also a large number of smaller businesses. The following section provides more information on Baraboo's economic profile.

1. Labor Force and Employment Trends and Forecasts

A community's *labor force* is the portion of the population that is employed or available for work. The labor force includes people who are in the armed forces, employed, unemployed, or actively seeking employment. According to 2000 U.S. Census data, 5,999 City residents aged 16 and older were included in the labor force.

The percentage of the City's labor force employed by sector in 2000 is shown in Table 22. Table 23 shows the employment by industry. Nearly 20 percent of the labor force is employed in the Manufacturing sector, and another nineteen percent in the Health, Education and Social Services Sector. This reflects the presence of major manufacturing firms in the City, and also St. Clair Hospital, the UW-Baraboo and the City's eight schools including both a middle school and high school.

Baraboo possesses a strong, growing economy. As the largest community in Sauk County, the City is a focal point for a diverse range of employers because of its highly educated workforce and urban amenities. Baraboo's location has helped the community attract new and retain existing businesses. The City has a diverse commercial/industrial base and it is home to a wide variety of businesses. According to the 1997 Economic Census, the largest industry located in the City was manufacturing, with 28 establishments employing 2,021 workers. The next largest industry was retail trade with 76 establishments employing 663 workers.

Table 22: Occupation and Labor Force, 2000

Occupational Group	Percent
Management, professional, and related occupations	26.2%
Sales and office occupations	23.8%
Service occupations	22.9%
Production, transportation, and material moving occupations	16.5%
Construction, extraction and maintenance occupations	10.3%
Farming, fishing, and forestry occupations	0.4%

Source: U.S. Census, 2000

Table 23: Industry and Labor Force, 2000

Industrial Group	Percent
Manufacturing	19.8%
Educational, health and social services	18.7%
Arts, entertainment, recreation, accommodation and food services	14.9%
Retail trade	13.5%
Public administration	5.3%
Construction	4.7%
Professional, scientific, management, administrative, waste management services	4.5%
Finance, insurance, real estate, and rental and leasing	4.3%
Wholesale Trade	4.2%
Transportation and warehousing, and utilities	3.6%
Other services	3.2%
Information	2.3%
Agriculture, forestry, fishing and hunting, and mining	1.2%

Source: U.S. Census, 2000

In comparison to the City of Baraboo, Sauk County's labor force in 2002 consisted of 36,369 persons who were 16 years of age or older. Of this labor force, 34,772 persons were employed and 1,597 were unemployed, for an unemployment rate of 4.4 percent. The retail trade and leisure and hospitality sectors were the dominant industries in the county.

Employment growth forecasts have been provided for Sauk County. Woods & Poole Economics, Inc., a regional economic and demographic analysis firm, projects total employment in Sauk County growing at an annual rate of 5.57 percent from 1996 to 2020. The services and retail sectors are expected to have the highest annual growth rate during this period. Total employment in Sauk County is projected to increase 37 percent over the next 20 years, from approximately 41,810 workers in 2000 to 57,380 workers in 2020. Jobs in the service sector are projected to experience the highest growth during this time period, while the percentage of farming jobs will decrease.

2. Educational Attainment

As illustrated in Table 24, over four-fifths of the City's population age 25 and older had attained a high school level education. And approximately one-fifth had attained a college level degree (bachelor's degree or higher). These rates are much higher than many of the surrounding communities, Sauk County, or the State. This may be attributed to the presence of the University of Wisconsin-Baraboo campus and the fact that the City is the county seat for Sauk County. Both factors can result in a higher proportion of professionals living in the City.

Table 24: Baraboo Area Education Attainment, 2000

	High School Graduates	Bachelor's Degree or Higher
City of Baraboo	83.0%	20.8%
Village of West Baraboo	77.4%	18.8%
Town of Baraboo	87.0%	25.0%
Town of Delton	85.5%	15.3%
Town of Fairfield	84.8%	21.8%
Town of Greenfield	90.3%	20.8%
Sauk County	83.5%	17.6%
State of Wisconsin	85.1%	22.4%

Source: U.S. Census of Population and Housing, 2000

3. Income Data

Income data for the City is available from several sources. According to 2000 census data, the median household income in the City of Baraboo in 1999 was \$38,375. The per-capita income was \$19,304. Table 25 compares the 2000 U.S. Census figures for median household and per-capita incomes for the City and surrounding communities.

Table 25: Baraboo Area Employment Characteristics, 2000

	Median HH Income	Per Capita Income	Percent in Labor Force	Percent Unemployed
City of Baraboo	\$38,375	\$19,304	76.7	1.5
Village of West Baraboo	\$41,618	\$18,283	77.5	2.7
Town of Baraboo	\$48,419	\$22,979	70.6	2.1
Town of Fairfield	\$50,625	\$22,155	73.9	2.8
Town of Greenfield	\$49,659	\$20,927	81.6	2.9
Sauk County	\$41,941	\$19,695	71.6	3.0
State of Wisconsin	\$43,791	\$21,271	69.1	3.2

Source: U.S. Census of Population and Housing, 2000

Income data is also available from the Wisconsin Department of Revenue. Based on income tax returns filed between July 1, 2002 and June 30, 2003, the adjusted average gross income per tax return for Baraboo residents was \$40,746. By comparison, the adjusted gross income per tax return for all residents in Sauk County was \$35,689; for residents in the Village of West Baraboo \$36,671 and the Towns of Baraboo \$32,379; Fairfield \$40,611 and Greenfield \$44,139. This data includes only income subject to tax and

income of persons filing tax returns; it does not include non-taxable income and income of persons not filing returns. It does not directly reflect household incomes because tax returns do not necessarily correspond with households.

4. Commuting Data

Most Baraboo residents drive alone to their place of work, according to 2000 U.S. Census data. Nearly 80 percent of all local workers age 16 or older indicated that they drove themselves to work, while about 11 percent indicated that they carpooled to work. About 1.5 percent reported taking public transportation, including taxicabs, to their place of work, and, surprisingly, nearly 5 percent reported walking to work. About 4 percent of the local workforce indicated that they work from home. For all census respondents who travel to work, the average travel time was 16 minutes. Finally, the number of Baraboo residents who travel outside Sauk County to their place of work was 14.4 percent.

5. Migration

Over 70-percent of the City's 10,740 residents were born in Wisconsin; the remaining 25 percent were either born in a different state or country (see Table 20). The 2000 U.S. Census reported that of the 10,062 City residents who were age 5 or older, just over half (53.8%) lived in the same house in 1995. Approximately 26 percent of the City's residents had lived elsewhere within Sauk County, and nearly 7-percent had lived in another state in 1995. Migrants moving into Sauk County from other states or other Wisconsin counties are probably following education, employment or metropolitan amenities.

Table 26: Place of Residence Data, 2000

	Born in Wisconsin	Same House in 1995*	Same County in 1995*	Same State in 1995*
City of Baraboo	72.4%	53.8%	25.9%	12.8%

Residents aged five years and older in 2000

Source: U.S. Census of Population and Housing, 2000

6. Environmentally Contaminated Sites

The Wisconsin DNR's Environmental Remediation and Redevelopment Program maintains a list of contaminated sites, or "brownfields," in the state. The WisDNR defines brownfields as "abandoned or under-utilized commercial or industrial properties where expansion or redevelopment is hindered by real or perceived contamination." Examples of brownfields might include a large abandoned industrial site or a small corner gas station. Properties listed in the DNR database are self-reported, and do not necessarily represent a comprehensive listing of possible brownfields in a community.

The sites represented on the DNR database in the planning area include areas contaminated through spills or leaking underground storage tanks. There are 84 contaminated sites within the City of Baraboo. Specific locations, property ownership information, and status of remediation efforts for these sites are available from the DNR. These properties may need special attention for successful redevelopment to occur. The locations of these environmentally contaminated sites were considered when making the land use recommendations in this *Plan*. The City promotes appropriate cleanup and reuse of these sites.

7. Economic Development Programs

City of Baraboo Community Development Authority (CDA)

The Community Development Authority (CDA) of the City of Baraboo was established in 1978 by combining the Baraboo Housing Authority with the Redevelopment Authority. The CDA is governed by the 8 members of the Board of Commissioners. The Commissioners are appointed by the Mayor, and two of

the members are required to be members of the Common Council. The CDA operates two apartment complexes as agent for the City, administers the Community Development Block Grant program for housing rehabilitation and Economic Development loans for expansion of existing business, as well as loans for start-up businesses. The CDA has loaned funds to large industries with hundreds of employees as well as new ventures with the owner being the only employee. Funds are available at 4% interest if repayment starts at project completion or 5% if both interest and principal are deferred for the first year. Job retention and creation is considered when loans are reviewed.

The CDA also administers other programs for the City including flood related Block Grants, economic development loans for public facilities as well as economic development loans from the Wisconsin Department of Commerce for larger projects that cannot be funded through the Revolving Loan Fund program.

The state's Community Based Economic Development Program (CBED) provides funding assistance to local governments and community-based organizations that undertake planning, development and technical assistance projects that support business development. Using CBED program funds, local governments can finance economic development plans, small business and technology-based incubator grants, revolving loan programs, and entrepreneur training programs for at-risk youth. Any Wisconsin city, village, town, county, tribe or community-based organization is eligible to apply for grant funding. Funds are available on an annual basis through a competitive application process. Some grants must be matched by local funds. Application materials are available from the Wisconsin Department of Commerce.

The U.S. Small Business Administration's Certified Development Company (504) Loan Program provides growing businesses with long-term, fixed-rate financing for major fixed assets, such as land and buildings. 504 loans can be used to fund land purchases and improvements, grading, street improvements, utilities, parking lots and landscaping, construction of new facilities, or modernizing, renovating or converting existing facilities. A Certified Development Company (CDC) is a nonprofit corporation set up to contribute to the economic development of its community.

Sauk County Development Corporation (SCDC)

Sauk County Development Corporation's mission is to promote and retain the diverse economic vitality of Sauk County and its individual communities. The Corporation seeks to fulfill this responsibility by:

- Actively seeking to develop partnerships with public bodies and private organizations to nurture a civic and economic climate that will support and encourage local businesses;
- Facilitating the development of a quality skilled workforce to meet the needs of County businesses through both public and private investment in employee development;
- Promoting and soliciting the growth of diverse industry, tourism, agribusiness and other businesses that are compatible with local goals to fill existing and future employment needs of County residents;
- Promoting stewardship of the County's natural resources and sensitive land development;
- Preserving and enhancing the economic health of the County by identifying and responding to new issues and opportunities in this era of rapid change; and,
- Impartially serving as a resource for all communities, businesses and competing interests within Sauk County because we recognize that our ultimate customers are the citizens of Sauk County.

Baraboo Area Chamber of Commerce (BACC)

The Baraboo Area Chamber of Commerce is a membership organization of area businesses working together to ensure the economic well-being of our area, both now and in the future. Over 300 local Chamber member businesses share the common goal of promoting and improving the economic environment of this area. As identified in our Chamber's mission statement, **"The purpose of this corporation shall be to provide leadership for the Baraboo area to improve the economic environment and assist community development."**

8. Community and Neighborhood Economic Development Areas

The City promotes economic development employment opportunities that are sustainable, high in quality, and sensitive to the existing character of the City. Maps 4, 5a, and 5b illustrate several areas that the City has identified as particularly suitable for future economic development and planned land uses for these areas.

Table 27: Strengths and Weaknesses for Economic Development

Strengths	Weaknesses
City's is in the heart of the leading tourist destination area in the State—Wisconsin Dells and Devil's Lake State Park.	Limited land available for commercial or industrial development.
City's proximity to Madison/Middleton and expanding regional market.	Perception of the Common Council as "no growth" proponents.
City's strategic location between Chicago, Milwaukee, Madison, Minneapolis, and the Quad Cities.	Perception of an unpredictable development review process.
Excellent transportation access (I-94, US 12 and US 12 Bypass, rail).	Historically, industrial and commercial development has not been high quality.
Good schools, safe neighborhoods, and good community facilities.	Perception as a residential "bedroom community" competing with Reedsburg.
Educated workforce in City and surrounding area.	Roadways are in poor shape.
City's "small town" atmosphere in premiere natural setting.	
Growing airport presence.	

B. Economic Development Goals, Objectives, and Policies

Goal: Attract and retain businesses that enhance Baraboo's desired "small town" character and build upon existing strengths.

Goal: Strengthen and diversify the non-residential tax base and employment opportunities.

Objectives:

- Continue to provide a strong supply of easy to access, serviced and developable land in the City devoted for industrial and commercial land uses.
- Provide for planned commercial development in concentrated areas and discourage unplanned, incremental strip commercial development along major community corridors, particularly along portions of US Highway 12 and STH 33.
- Improve the quality of new non-residential development in community entryway corridors, and particularly at community gateway locations. (*See Map 4*)
- Maintain and enhance downtown Baraboo as the center of unique shopping and entertainment opportunities, and professional and government services.
- Actively encourage infill of vacant parcels and redevelopment of underutilized properties that are already served by utilities.

- f. Diversify the range of employment opportunities available in the community, with a particular focus on skilled professional and technical jobs.
- g. Infrastructure maintenance and support

Policies:

- Implement the Planned Land Use Map to provide efficient and logical expansion areas for an office/business/light industrial park at the southwest side of the community, and reserve designated sites for such development from premature development by other land uses.
- Implement the Planned Land Use Map to provide for new commercial development opportunities on both the east and west sides of the community, and reserve designated sites for such development from premature development by other land uses.
- Implement the Redevelopment Opportunities Map to promote/encourage the infill development, redevelopment, and rehabilitation opportunities outlined.
- Work with the Town of Baraboo to provide for the logical and safe expansion of non-residential development area located along existing USH 12.
- Cooperate with the Village of West Baraboo, the Town of Baraboo, and the County to develop and implement common design guidelines for non-residential development projects along the existing USH 12 corridor and the proposed USH 12 Bypass corridor.
- Support mixed use development projects that integrate non-residential and residential uses into high-quality, unified places.
- Require the planning of larger-scale commercial uses within the context of Neighborhood Development Plans in order to maximize consumer safety and convenience, improve traffic flow, and enhance economic viability.
- Provide appropriate incentives, including tax increment financing, to support *infill and redevelopment* for economic purposes and new *industrial and office* development in planned areas of the City.
- Support proposals that provide a range of commercial development opportunities, while considering the importance of preserving Baraboo's unique small city character and the historic downtown.
- Strongly encourage intervening non-commercial uses and shared driveways, shared parking spaces, and coordinated site plan designs to avoid the creation of new commercial strips.
- Consider the impact of proposed commercial rezoning on the economic viability of existing commercial areas in the community before making a decision on the request.

C. Economic Development Recommendations

This section of the Plan provides key recommendations for economic development strategies in the City.

1. Adopt Stronger Standards for Most Office, Commercial, Industrial and Mixed-Use Development

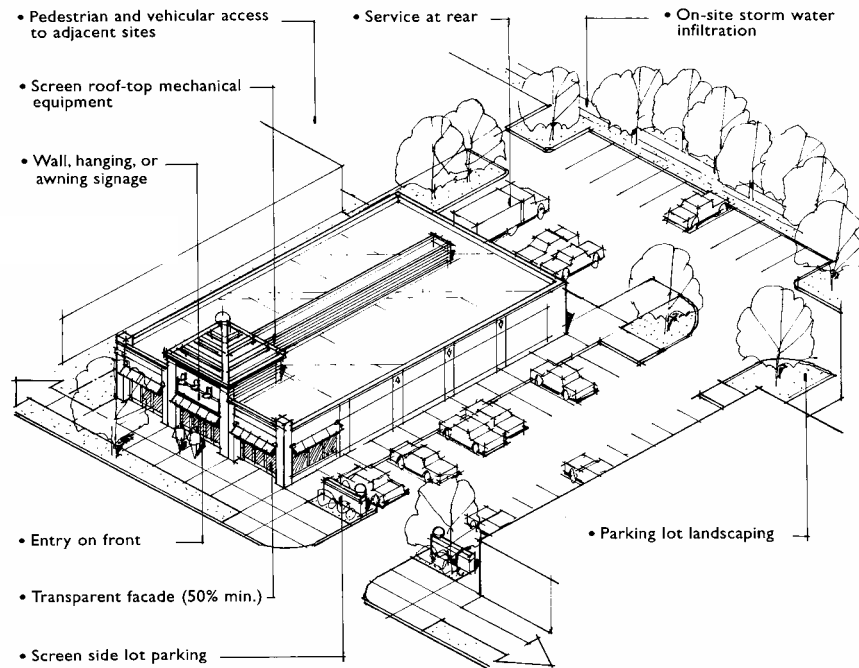
The City's recently adopted Tourist Entertainment Corridor Design Guidelines provides a wide variety of standards for achieving appropriate community context, site design and traffic circulation, building design, building materials, signage, lighting, and development review to the areas north of the City along existing USH 12. However, similar standards do not apply to projects within the City that are, and will continue to be, the dominant form of development in the community. This recommendation will be a critical strategy for attaining both the City's economic development strategies, and its community character objectives.

This *Plan* recommends that the City strengthen and enforce design standards for commercial, industrial, and mixed use development projects to ensure high-quality, lasting projects that are compatible with the City's desired character. These standards should apply to all new development and redevelopment in the

City. However, somewhat less stringent standards for building design, building materials and landscaping should be considered for the areas designated as *General Business* and *General Industrial* on the Land Use Plan Map (see Maps 6a and 6b), whereas more stringent standards should be applied for areas designated as *Planned Business*, *Planned Industrial* and especially the *Planned Office* and *Planned Mixed Use*. Within these areas, likely to be dominated by both medium- and large-scale buildings, conventional “best practices” design standards are applicable. However, a different set of high-quality standards will be needed in areas designated as *Neighborhood Office* and *Neighborhood Business*. Within these areas, design standards should emphasize adhering to residential type site layouts, building designs, building materials, and landscaping and lighting approaches.

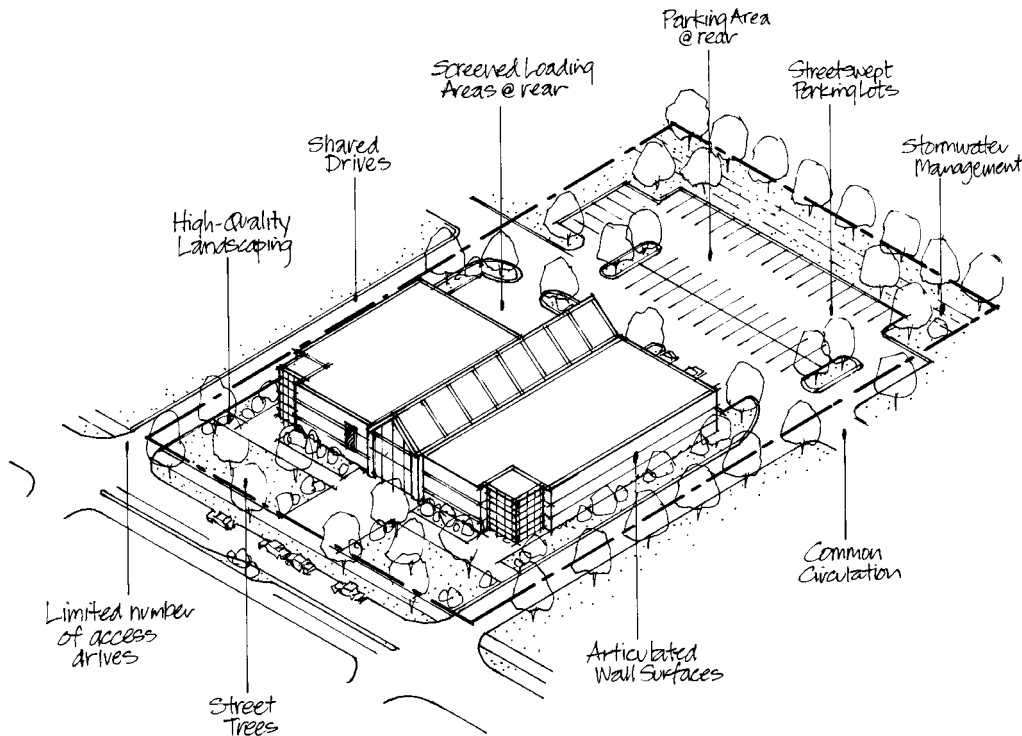
All of these new standards should be incorporated into the Zoning Ordinance, and strictly adhered to during site plan review and/or land division processes. For new and expanded *commercial* uses, the standards listed below and illustrated in the following Figure 8 are advised:

- New driveways with adequate throat depths to allow for proper vehicle stacking.
- Limited number of access drives along arterial and collector streets.
- Common driveways serving more than one commercial use, wherever possible.
- High quality landscaping treatment of bufferyards, street frontages, paved areas and building foundations.
- Street trees along all public street frontages.
- Intensive activity areas such as building entrances, service and loading areas, parking lots, and trash receptacle storage areas oriented away from less intensive land uses.
- Parking lots heavily landscaped with perimeter landscaping and/or landscaped islands, along with screening to block views from streets and residential uses.
- Parking to the sides and rear of buildings, rather than having all parking in the front.
- Signage that is high quality and not excessive in height or total square footage.
- Location of loading docks, dumpsters, mechanical equipment, and outdoor storage areas behind buildings and away from less intensive land uses.
- Complete screening of loading docks, dumpsters, mechanical equipment, and outdoor storage areas through use of landscaping, walls, and architectural features.
- Safe, convenient, and separated pedestrian and bicycle access to the site from the parking areas to the buildings, and to adjacent commercial developments.
- Site design features that allow pedestrians to walk parallel to moving cars.
- Illumination from lighting kept on site through use of cut-off luminaires.
- High quality building materials, such as brick, wood, stone, and tinted masonry.
- Canopies, awnings, trellises, bays, and windows to add visual interest to facades.
- Variations in building height and roof lines, including parapets, multi-planed, and pitched roofs and staggered building facades (variations in wall depth and/or direction).
- All building façades containing architectural details and of similar quality as the front building façade.
- Central features that add to community character, such as patios and benches.

Figure 8: Desired New Commercial Project Layout

For new and expanded *industrial* uses, the standards listed below and illustrated in Figure 9 are advised:

- New driveways with adequate throat depths to allow for proper vehicle stacking.
- Limited number of access drives along arterial and collector streets.
- High quality landscaping treatment of bufferyards, street frontages, paved areas and building foundations.
- Screening where industrial uses abut non-industrial uses, in the form of hedges, evergreen trees, berms, decorative fences or a combination.
- Screening of parking lots from public rights-of-way and non-industrial uses.
- Complete screening of all loading areas, outdoor storage areas, mechanical equipment, and dumpsters using berms, hedges, or decorative walls or fences.
- Street trees along all public road frontages.
- High quality building materials, such as brick, wood, stone, tinted masonry, pre-cast concrete, and architectural metal.
- Location of loading areas at the rear of buildings.
- Separation of pedestrian walkways from vehicular traffic and loading areas.
- Design of parking and circulation areas so that vehicles are able to move from one area of the site to another without re-entering a street.
- Variable building setbacks and vegetation in strategic locations along foundations.

Figure 9: Desired New Industrial Project Layout

Increasingly, communities are planning areas for mixed-use development that contains a mix of non-residential and residential uses—particularly commercial and residential uses. This mixture occurs on the same site, in the same building, or both. This type of development scheme has several advantages, including providing built-in residential markets for commercial enterprises, promoting walking and limiting auto trips, creating active, vibrant places, and diversifying development risk. This *Comprehensive Plan* advises Planned Mixed Use development and redevelopment in several parts of the City (see Map 4). The design standards for these areas included on the following page illustrate some general design standards for these types of areas. Obviously, each area has different issues, geography, size, existing development, and other characteristics that must be considered in their design. Of critical importance to these areas is ensuring very careful planning and high-quality design.

The graphic illustrated in Figure 6 in Chapter Seven: Housing & Neighborhood Development highlights the components and considerations for successful mixed-use development.

2. Advance Downtown and Water Street Area Redevelopment and Revitalization Efforts

Participation during this planning process, as well as the City's past Comprehensive Plans, have called for continued downtown area redevelopment and revitalization. The partnership of the City, property owners, and development community has generally been limited in the past, and this has been cited as a reason for limited private investment in certain areas of the community. However, several opportunities of revitalization and redevelopment remain in the downtown and along the Baraboo River corridor as a whole—particularly where a number of properties are aging poorly and are in need of rehabilitation or redevelopment. (See Map 4.)

Experience in the City, and around the country, clearly indicate that the redevelopment and rehabilitation sites identified on Map 4 do not redevelop themselves – even in places with proximity to high traffic counts and high-income wage earners. Instead, careful planning, site assessment, public-private partnerships, redevelopment incentives, and persistence over a number of years are required. Proactive Plan

Commission, Common Council and Community Development Authority (CDA) involvement is critical, as are coordination with property owners, neighborhood organizations, and area businesses. To guide such efforts, a carefully crafted sequence of steps and redevelopment tools are needed, followed by an integrated set of implementation activities. A statutory Redevelopment Plan should be prepared for each of these areas, and would serve as the primary coordination mechanism.

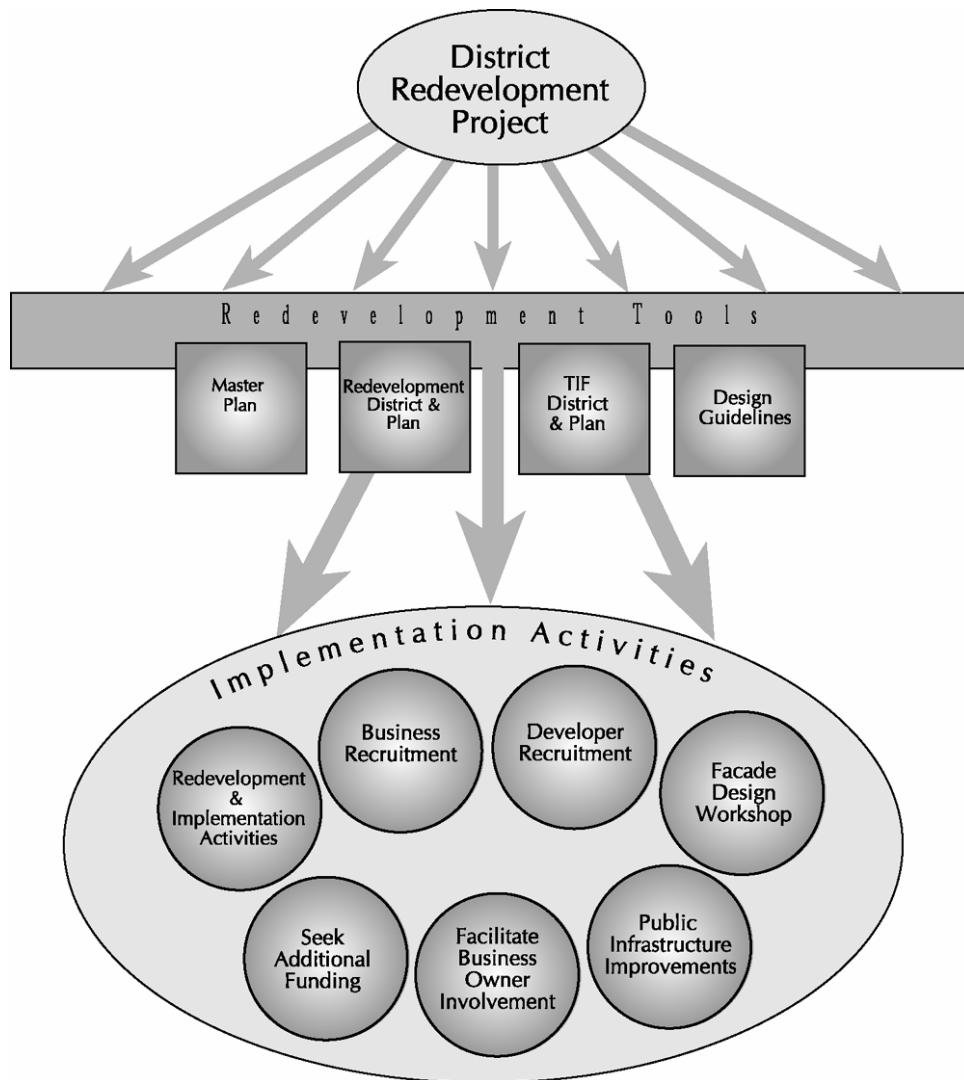
Typically, this type of detailed planning and implementation process includes:

- Evaluating the planning area's condition including size, visibility, viewsheds, access, building quality, existing use viability, adjacent land uses, topographic or environmental constraints, brownfield site assessment and existing infrastructure and amenities.
- Conducting a regional and local economic opportunities analysis to focus on the City's location, amenities, and business mix, as well as the assessment of the regional factors such as economics, transportation patterns and intergovernmental relationships.
- Identifying goals and objectives for the redevelopment area through cooperative efforts with the private property owners and other key stakeholders. This step also typically identifies and prioritizes redevelopment sites within the planning area.
- Conducting a market assessment for the redevelopment site to determine the role of the site within the marketplace, provide demographic trade area information to assist in the solicitation of potential developers or site users, and identify the range of specific issues and challenges to site redevelopment.
- Preparing a redevelopment strategy and district concept plan map that identifies the highest and best land uses, site characteristics, design approaches, and implementation strategies for the planning area, with particular attention to priority redevelopment sites.
- Aggressively pursuing implementation through techniques such as adoption of a statutory redevelopment plan; establishment of a redevelopment tax increment financing district; possible brownfield remediation; possible site acquisition, consolidation, and demolition; and developer recruitment.

The graphic on the following page outlines a redevelopment planning and implementation process that has proven successful on numerous projects in comparable situations in the Midwest.

Additionally, this Plan recommends that the City conduct a study of the "first ring" properties surrounding the downtown for potential as the Neighborhood Business or the Neighborhood Office Zoning District. These districts are compatible with limited residential development. The edges of the downtown are beginning the experience development and conversion of residences into professional offices and small-scale retail. The use of most existing structures in these areas for both commercial and residential opportunities should be encouraged, provided that the non-residential development incorporates residential characteristics in site design and architecture.

Figure 10: Redevelopment Planning and Implementation Process



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3. Plan for Economic Development Opportunities in the USH 12 Bypass Corridor

An important recommendation of this Plan is to direct substantial industrial and commercial growth to the area east of the proposed USH 12 Bypass. Before development of the urban reserve area is allowed west of the Bypass, the City should encourage/facilitate a detailed neighborhood planning process as outlined in Chapter Four: Land Use to outline roadways, infrastructure needs, the preservation of natural features, and to delineate development character and guidelines.

Residential development is encouraged to the east of existing USH 12 to be in close proximity of the expanded highway and provide a transition to the foothills. Again, this Plan calls for a detailed neighborhood planning process in the urban reserve area illustrated on Map 5a. The extension of Mine Road is integral to development in this area, and provides an excellent alternative means of reaching highway corridor and the Bypass.

Attracting commercial development to the east side will be more challenging – because of historic strip commercial development patterns to the west side of the community – on the historic main commuting

routes to central Dane County. It will be likely that significant commercial development will not occur along the east edge of the City until a substantial number of residential “rooftops” are built in the vicinity as outlined in the Eastside Growth Area. To ensure a long-term development pattern that is balanced, the City must remain firmly resolved to reserving the areas shown on the Planned Land Use Map (Maps 5a and 5b) as *Planned Commercial* and *Planned Mixed Use* development, for such uses.

This Plan encourages the City to pursue/promote “redundant power” or “dual-fed power” source opportunities. These sources include photovoltaics, wind turbines, fuel cells, and natural gas turbines. Multiple source, distributed energy technologies that are clean, renewable, and reliable will attract high-quality employers and employment opportunities. Energy security is of critical importance for “green” and “restoration economy” industries and developments. Moreover, conventional industries may be attracted to cleaner, off-grid power sources.

4. Work to Retain Locally Grown Businesses

Baraboo has a rich supply of great locally-owned businesses that provide unique goods and services, and contribute strongly to the community’s strong identity. Since the owners of such businesses usually live within the community, there is a strong likelihood that the profits from such enterprises will be spent locally, and recycle through the local economy. Local business retention, creation and growth should be emphasized as an important concern of the City’s economic development strategy. Support through development approval assistance, business mentoring and small business loans are important ways that the City can continue to promote locally grown businesses. The City should avoid allowing commercial uses on along the USH 12 corridor that directly compete with the historic downtown area. Specifically, the scale and intensity of uses along the corridor should be highway oriented.

5. Pursue New Commercial Development that Caters to Local Consumers

Baraboo is similar to many other communities around Madison in that there is a mismatch between the purchasing power of local households and the number of local establishments where purchases can be made. This results in a significant leakage of wealth from the community, and unnecessary automobile trips as residents of the City travel outside the community for much of their shopping. A greater quantity and variety of everyday retail shopping geared specifically toward the *local* market would help re-circulate local wealth while bolstering City tax revenues. More local shopping and employment would also put less strain on regional roads (e.g., USH 12) resulting in less auto pollution and greater convenience. Much of this new retail can be accommodated within the proposed westward expansion of the commercial development area (shown in the *Planned Mixed Use* land use category on the west side, and within the *Planned Business* and *Neighborhood Business* areas shown on the east side.)

6. Actively Pursue Brownfield Redevelopment

There are several opportunities for brownfield redevelopment in the City. While brownfield redevelopment can present complicated problems, these sites provide a tremendous opportunity to engage public and private funding sources in a plan for long-term economic development. Brownfields are more than a public health and environmental issue. In many communities, brownfields pose a number of economic development constraints such as lowering surrounding property values and contributing to a neighborhood’s blighted condition. Successful redevelopment of brownfields can revitalize older neighborhoods and increase local tax revenue. Brownfield redevelopment is also an effective growth management tool, attracting business development back into areas where municipal services are already provided rather than on undeveloped lands (e.g., farmland, open space) at a community’s edge.

Redevelopment strategies for each brownfield are extremely site-specific, dependent upon factors such as previous ownership, past land use, and the type of potential environmental contamination. A detailed environmental site assessment and market analysis is recommended before proceeding in any brownfield redevelopment project. There are a range of funding sources and implementation tools available from both public and private agencies to assist communities, businesses, lenders, and private citizens in the

clean-up and redevelopment of brownfields in Wisconsin. After the site assessment process, the City and private property owners should prepare a unique redevelopment strategy for the property, following the general steps to redevelopment planning described earlier in this chapter.

The City's first priority should be to cooperate with the Community Development Authority in the redevelopment of the Water Street/Baraboo River corridor through the creation of a statutory redevelopment plan and Tax Increment Financing District to remediate blighted parcels and the assemble properties. This will attract private investment by exhibiting City commitment in the form of policies and monies to the area.

7. Encourage Housing that Targets Young Professionals, Empty Nesters and Retirees

Many communities have an aversion to higher-density, multi-family housing. This perception is largely based on the belief that such housing strains public resources, depresses property values, and is aesthetically incompatible with "small city" settings. It disregards the fact that many affluent householders are aging and would like to downsize their lives without leaving the community, and that traditional single-family homes on large lots may actually place the greatest overall strain on public services. Further, some households in these higher density developments are in the early stages of careers and have high income potential. Such households either can't afford or do not want to maintain their own home and would prefer a high-quality alternative. Many communities have come to view these types of developments as tax base revenue builders (see sidebar).

A well-balanced and "sustainable" community requires a greater choice of housing for people at various stages of their careers and lives. In addition, quality, affordable housing along with solid public services and protected natural resources have emerged as primary business attraction factors for new economy industries. Excellent opportunities exist for this kind of development in the redevelopment areas located between the downtown and the Baraboo River and shown in the *Planned Mixed Use* category, and adjacent to environmental corridor boundaries that are present at the margins of most of the proposed *Planned Neighborhoods* on Map 5b.

8. Pursue Economic Development in a Pro-active, Yet Judicious Manner

Economic development, if it is to be done well, involves much more than zoning lands for commercial or industrial development and letting the market take its course. Zoning cannot actively recruit or hand-select the best business or developer for a given project or site. Business recruitment and retention pro-

Retirement Housing as a Tax Base Revenue Builder

Economic development programs in most communities are concerned with essentially two core issues—jobs and taxes. In communities where unemployment is low and wages high, economic development objectives are really more about building tax base than advancing broader economic goals. Communities have the option of pursuing a number of alternative strategies to increase tax revenues without having to rely solely on new office or industrial employment. Two complementary strategies include: increasing the number of retail and service businesses, and increasing the number of households (and housing types) that place comparatively few demands on public services; namely, housing that is both compact in form and caters to relatively affluent, childless households such as empty nesters, retirees, and young professionals. Such a strategy can help broaden the tax base without offsetting the high-service needs that accompanies traditional single-family housing on larger lots.

By incorporating retirement housing into a compact mixed-use development that also features retail and services, the need for auto trips and parking is reduced and a built-in market to help assure the success of the businesses is created. This type of development strategy could help both the City's tax picture and revitalize downtown or other underutilized areas identified in this Plan.



grams must be developed, properties assembled, requests for proposals written, inquiries answered, developer agreements executed, and incentive programs administered. Such programs must be staffed and funded.

Thoughtful planning and preparation will continue to allow the City to remain selective in the future. Public participation throughout this planning process demonstrated that it is recognized that the City's physical environment and community facilities are a tremendous asset, and that quality development will encourage yet more quality development. Through this *Plan*, developers will better understand the community's expectations for new development at the outset, and be more confident that their investment will be protected by sound planning decisions down the road. Weak planning, by contrast, creates uncertainty in real estate markets and discourages top-notch design. Basic upgrades to the City's Zoning Ordinance will readily forward these objectives.

CHAPTER NINE: INTERGOVERNMENTAL COOPERATION

CHAPTER NINE: INTERGOVERNMENTAL COOPERATION

This chapter is focused on “intergovernmental cooperation”, or any formal or informal arrangement by which officials of two or more jurisdictions communicate visions and coordinate plans, policies, and programs to address and resolve land use, transportation, natural resource, utility or facility services, or other issues of mutual interest. In a state with over 2,500 units of government or special purpose districts, it is becoming increasingly important to coordinate decisions that affect neighboring communities in the comprehensive planning process.

Per the requirements of Wisconsin’s comprehensive planning legislation, this chapter of the *Comprehensive Plan* includes goals, objectives, policies and programs for joint planning and decision-making; incorporates by reference all plans and agreements to which the City of Baraboo is a party under §66.0301, §66.0307, or §66.0309, Wisconsin Statutes; and identifies known existing or potential conflicts between this *Comprehensive Plan* and the plans of adjacent villages and towns, Sauk County, the State of Wisconsin, and school districts.

A. Existing City Plans

Baraboo has a history of community planning and implementation with a master plan update in 1994 and now with this *Plan* in 2005. The City has an adopted zoning ordinance, subdivision ordinance, erosion control ordinance, stormwater management ordinance, floodplain ordinance, and wetland zoning ordinance. These ordinances have been updated over time to respond to changing trends in development and in local attitudes. The following is a summary of the planning efforts undertaken by the City in recent years:

1. Master Plan (1992)

The City prepared its 1992 Master Plan update with assistance from the Mid-States Associates, Inc. This plan provided recommendations on land use, economic development, community facilities, transportation, housing, natural resources, and implementation. The 1992 plan recommended that the Village grow in all directions in different phases over the subsequent 20 years, along with several transportation and utility improvements to serve these future growth areas. While some ideas in the 1992 plan have been carried forward, this *Comprehensive Plan* supercedes that 1992 plan.

2. Southwest Growth Area Plan (1999)

This plan by Vandewalle & Associates compiled and analyzed the different growth management techniques available to Baraboo and established a more detailed phasing plan for residential growth on the City’s southwestern edge. Using the general growth areas identified in the 1992 master plan, this 1999 detailed plan update identified and mapped growth south of South Blvd. through 2020, generally from Moore Street on the east end to the proposed USH 12 Bypass on the west end (see Map 5a). Chapter Four: Land Use of this *Comprehensive Plan* illustrates that area as an urban reserve area, and advises a detailed neighborhood planning effort for this area prior to any development activity to reflect more recent trends, future expectations, and intergovernmental cooperation.

3. Industrial Development Areas Plan (1999)

This plan by Vandewalle & Associates oriented to guide/direct non-residential development in and around the City. The Plan provides a vision and strategy for non-residential development the southwest, east, and northwest part of the City. The plan provided land use, traffic and circulation, community facilities, and design recommendations. Many of the recommendations of this 1999 plan remain appropriate, and have been incorporated and in certain cases enhanced in this *Comprehensive Plan*. However, business park development on the east edge of the City has proven to be an unpopular recommendation among residents and city official, and has been removed entirely from this *Plan*.

4. Comprehensive Outdoor Recreation Plan (2002)

The City updated its five-year Outdoor Recreation Plan to recommend improvements to existing park and recreational facilities and identify opportunities to expand the City's park system. The plan was guided by the Parks and Recreation Department. The plan recommended a pedestrian way/riverwalk system and on-street bicycle routes. It also recommended acquiring park and open space areas on the eastern edge of the City as it expands. This *Comprehensive Plan* built on the recommendations of the 2002 Comprehensive Outdoor Recreation Plan, providing additional detail and forecasting for future park and trail/riverwalk opportunities. These new ideas should be considered when the Outdoor Recreation Plan is again updated in the coming years.

B. Existing Regional Framework

The following is a description of the plans of other local and state jurisdictions operating within or adjacent to the City of Baraboo. Following the description of each jurisdiction's plan, this section analyzes potential conflicts with the *City of Baraboo Comprehensive Plan*. Where conflicts are apparent, a process to resolve them is also proposed.

1. Important State Agency Jurisdictions

The Wisconsin Department of Transportation's (WisDOT) District 1 office, located in Madison, serves all of Sauk County. The District 1 office was notified of all transportation-related issues affecting the City to ensure ongoing communication and so that potential conflicts could be identified and discussed during the planning process.

As described in greater detail in Chapter Four, WisDOT is commencing the most significant major transportation project in the Baraboo area in the last fifty years. The Highway 12 Bypass project, which is scheduled for construction within the planning period, will have a significant impact on development of the City and the Baraboo area. The City should carefully monitor and participate in all phases of the study, design, and construction process to assure that local concerns and plans are represented.

The Wisconsin Department of Natural Resources (WisDNR) provides service to all Sauk County residents out of its South Central Wisconsin office in Poynette and Madison. WisDNR has been active in natural area planning and acquisition around Baraboo. The Department of Agriculture Trade and Consumer Protection (DATCP) is the state agency which administers the state's Farmland Preservation Program for farm owners in the surrounding towns. There are no known conflicts between the City's plan and the plans and actions of these State agencies.

2. Regional Planning Jurisdictions

The City of Baraboo—and all of Sauk County—is not located within a Regional Planning Commission's (RPC) planning jurisdiction. Typically, an RPC has the function of preparing and adopting a master plan for the physical development of the region. The WisDNR is designated as the water quality management planning agency for Sauk County.

3. Village of West Baraboo

The Village is located directly west of the City of Baraboo, and has a current population of 1,388 persons. The Village is concerned with the effect of the proposed USH 12 Bypass bisecting the community and advocating undesirable development. The City provides all sanitary sewer and municipal water service the Village. The Village has identified that Baraboo River as a southern boundary, and is not making land use recommendations to the south of the river—expecting the City to direct land use and development in this area. There are no apparent existing or potential conflicts with this *Plan*.

4. Town of Baraboo

The Town of Baraboo generally surrounds the City of Baraboo. The *Town of Baraboo Development Plan* identifies recommended areas for development and preservation. Generally, land north of the City of Baraboo to Goerks Road, between Terrytown Road and the eastern edge of the town, is identified for rural residential development on private on-site waste disposal systems with lots of at least 1 ½ acres in area. The *Plan* also recommends rural residential development generally east of Highway 123, between the City of Baraboo and Devil's Lake State Park. Areas for new commercial development are located along Highway 12, north of the Village of West Baraboo. The *Plan* identifies various locations for planned recreational-commercial development along Highways 159 and 123 near Devil's Lake State Park. Most of the remainder of the Town is recommended for long-term farmland preservation. The *Plan* does anticipate a possible future need for multi-family housing, but restricts this type of development to Sanitary District #1, located south of the City of Baraboo, or any future Sanitary District within the town. At the time this *Plan* was written, the Town of Greenfield was updating its Comprehensive Plan. The apparent existing or potential conflicts with this *Plan* is that the City does not identify areas in its ETJ for unsewered non-residential development and does not identify septic residential development at a density less than one unit per 35 acres.

5. Town of Fairfield

The Town of Fairfield has a population of just over 1,000 persons, according the 2000 U.S. Census. The Town is located to the northeast of the City of Baraboo, and at the time this *Plan* was written, was updating its comprehensive plan. The Town is concerned with protecting its prime agricultural lands and its natural resources. The Town is recommending low-density, one unit per 35 acres, residential development, and has prohibited further land divisions in certain areas of the township. The School District was forced to close an elementary school in the township, and Town residents encourage opportunities to re-open the facility. There are no apparent existing or potential conflicts with this *Plan*.

6. Town of Greenfield

The Town of Greenfield is located to the east of Baraboo. The goal of the *Town of Greenfield Land Use Plan* is to maintain and manage the "overall economic resources and scenic character of the township, while retaining its rural agrarian atmosphere." New commercial, industrial, and residential development is generally encouraged to locate adjacent to the City of Baraboo and be served by public utilities. The *Town of Greenfield Land Use Plan Map* includes seven land use categories: floodplain/wetland, bluff vista conservation (steep slopes and visible bluffs), prime farmland (Class I, II, and III soils), general agriculture (Class IV soils), public property, small lot residential (land zoned for residential subdivision at time of plan adoption), and tourism commercial (land zoned for commercial-recreation at time of plan adoption). There are three areas mapped for small lot residential development: north of Devil's Lake State Park between Neuman Road and Highway W, east of Devil's Lake State Park on the north side of Tower Road, and on the north side of Man Mound Road between Highway T and Rocky Point Road. One area of "tourism commercial" development is located on the south side of Luebke Road on the east Town line. At the time this *Plan* was written, the Town of Greenfield was updating its Comprehensive Plan. The apparent existing or potential conflicts with this *Plan* is that the City does not identify areas in its ETJ for unsewered non-residential development and does not identify septic residential development at a density less than one unit per 35 acres.

7. Sauk County

In 1999, the Sauk County Board of Supervisors adopted the *Sauk County 20/20 Development Plan*. The *Development Plan* is a policy document that presents vision statements, goals, and policies on six major planning areas, including community change, economic development, farmland preservation, housing, natural resources, and transportation. This plan does not include a county future land use map. The plan does recommend that the county prepare comprehensive rewrites of its Zoning Ordinance and Land Division

& Subdivision Ordinance to reflect the values of the 20/20 Plan. It also recommends that the county study innovative land use approaches, such as purchase of development rights, transfer of development rights, and conservation subdivision design as ways to preserve farmland and natural resource areas while respecting private property rights. Finally, the plan recommends that the county adopt an erosion control/stormwater management program, a groundwater protection program, and a highway access control ordinance. There are no apparent existing or potential conflicts with this *Plan*.

8. School District Plans

The Baraboo Public School District, serves the City of Baraboo, the Villages of West Baraboo and North Freedom, the Towns of Baraboo, Fairfield, and Greenfield; and portions of the Towns of Delton, Excelsior, Freedom, Merrimac, and Sumpter. There are no known conflicts between the *City of Baraboo Comprehensive Plan* and the various adopted plans and policies of the Baraboo School District. There are no apparent existing or potential conflicts with this *Plan* and the plans and policies of the District.

C. Existing Areas of Intergovernmental Cooperation

The City has engaged in a number of areas of intergovernmental cooperation with the adjacent Village of West Baraboo, the surrounding Towns, and Sauk County. The following is a listing of these previous and existing cooperative efforts.

- The City currently provides fire and EMS service to the Village of West Baraboo and the Towns of Baraboo, Greenfield, Fairfield, and Sumpter.
- The City provides sanitary sewer service to the Village of West Baraboo, a portion of the Town of Baraboo, and to Devil's Lake State Park.
- The City and the Village of West Baraboo jointly prepared a consolidation analysis study in 1993 – 1995. While the consolidation was not executed, it illustrated a number of areas where both the City and Village could work cooperatively to improve efficiency and eliminate redundancy of services.
- A series of monthly meetings were begun in 2004 with the Mayor, the Village President, and the surrounding Town Chairs to foster greater cooperation among the communities.
- At the time of writing of this Plan, WisDOT US 12 Bypass project monies were earmarked to assist/promote intergovernmental consensus on growth-related issues in the Baraboo Area to be incorporated into each participating community's comprehensive plan and to prepare an intergovernmental agreement and/or set of procedures to implement the plans. Issues include urban expansion, rural development, municipal boundaries, extraterritorial rights, transportation issues, annexation, public utility services, shared services, and joint economic development.

D. Intergovernmental Goals, Objectives, and Policies

Goal: Develop/maintain mutually beneficial relations with adjacent and overlapping governments.

Objectives:

- a. Work with neighboring municipalities to encourage an orderly, efficient land use pattern and to protect the natural environment of the area with the City's ETJ in a manner that forwards the recommendations of this *Plan*.
- b. Cooperatively secure long-range growth opportunities for Baraboo which will ensure the economic health of the community and result in a logical, efficient future land use patterns.

- c. Work with neighboring municipalities to efficiently utilize and expand the utility and public facilities networks within the City's ETJ in a manner that forwards the recommendations of this *Plan*.
- d. Cooperate with Sauk County and neighboring jurisdictions on comprehensive planning efforts, including the determination of future municipal boundary changes, consolidation of services, land use policies, and extraterritorial decisions.
- e. Work with the Baraboo Area School District on school district planning, potential school siting, joint recreational spaces and programming, and other areas of mutual concern.

Policies and Programs:

- Provide a copy of this *Comprehensive Plan* to all surrounding local governments.
- Work to resolve any differences between the *City of Baraboo Comprehensive Plan* and plans of adjacent communities.
- Cooperate with other units of government on natural resources, places of recreation, transportation facilities, and other systems that are under shared authority or cross governmental boundaries.
- Make plans for the City's ETJ to define short-term and long-term objectives and policies regarding growth and development, especially in urban reserve areas.
- Use the City's extraterritorial jurisdiction to guide the land use and development within the City's ETJ in a manner that forwards the recommendations of this *Plan*.
- Continue intergovernmental and shared service agreements for public facilities and services.
- Consider additional joint services and facilities where consolidating, coordinating, or sharing services or facilities will result in better services or cost savings.
- Actively participate, review, monitor, and comment on pending comprehensive plans for nearby communities and Sauk County.
- Cooperate with affected governments, planned neighborhood developers, and the Baraboo Public School District on proposed neighborhood development plans, as described in detail in Chapter Four: Land Use of this *Plan*.
- Cooperate in an intergovernmental rural lands conservation plan focused on lands around the City's planned growth area; covering natural area, farmland, open space, and recreational issues; and incorporating previous plans and initiatives for this area.
- Continue to work with surrounding municipalities on new formal intergovernmental agreements covering boundaries, urban service area, land use, and extraterritorial area issues.
- Exercise extraterritorial powers where necessary to protect City interests or where intergovernmental cooperation efforts do not yield desirable results.
- Establish regular, formal discussions of issues of mutual concern with the Village of West Baraboo and the Town of Baraboo.
- Continue to participate in and provide input on the reuse of the Badger Army Ammunition Plant, emphasizing restoration of the natural character of the landscape and environmental remediation of contaminated sites.
- **Encourage landowners to continue to enroll in County, State, and non-profit sponsored programs for land preservation** – including the Baraboo Range Preservation Program, the Baraboo Range Preservation Association, the Aldo Leopold Foundation, the Nature Conservancy, and State Stewardship funding.
- **Work with the National Park Service**, WisDNR, Sauk County, and the Town of Baraboo to complete the Ice Age National Scenic Trail through the City and the Town, linking Devils Lake State Park to the Circus World Museum, the downtown, and Mirror Lake.

E. Intergovernmental Cooperation Recommendations

Intergovernmental cooperation is key to achieving a logical and efficient growth management program for the Baraboo area. Without effective intergovernmental cooperation, lands on Baraboo's fringe will likely become an inefficient, poorly planned, and prematurely developed patchwork of rural and urban subdivisions, isolated commercial developments, and scattered, non-viable "preserved" farms and natural areas surrounded by development. The goals of all communities in the Baraboo area will not be served by such a pattern.

This *Comprehensive Plan* advises a number of intergovernmental planning initiatives, such as an intergovernmental conservation plan and multi-jurisdictional participation on a detailed neighborhood development plan for the planned Eastside Growth Area. The remainder of this chapter focuses on formal intergovernmental discussions and agreements with neighboring communities.

1. Process to Resolve Conflicts/Intergovernmental Agreements

This Comprehensive Plan encourages the City to consider entering into a formal intergovernmental agreement covering community development issues of mutual concern with the Village of West Baraboo and the surrounding towns. At the time of the writing of this plan, the City was actively involved in an intergovernmental agreement process facilitated by the County (and funded by WisDOT) as part of the USH 12 Bypass project with the Village and the Towns of Baraboo, Greenfield, and Fairfield to assist/promote intergovernmental consensus on growth-related issues in the Baraboo Area to be incorporated into each participating community's comprehensive plan and to prepare an intergovernmental agreement and/or set of procedures to implement the plans. Issues include urban expansion, rural development, municipal boundaries, extraterritorial rights, transportation issues, annexation, public utility services, shared services, and joint economic development. An agreement would help the communities minimize competition for development, share both the costs and benefits of economic development, make sure that future development is of high quality, provide all parties with a greater sense of certainty on the future actions of others, and promote municipal efficiency in an era of diminishing government resources.

There are two main formats for intergovernmental agreements under Wisconsin Statutes. The first is available under Section 66.0301, which allows any two or more communities to agree to cooperate for the purpose of furnishing services or the joint exercise of any power or duty authorized under State law. While this is the most commonly used approach, a "66.0301" agreement is limited by the restriction that the municipalities must be able to exercise co-equal powers. Another format for an intergovernmental agreement is a "cooperative plan" under Section 66.0307 of the Wisconsin Statutes. This approach is more labor intensive and ultimately requires State approval of the agreement, but does not have some of the limitations of the "66.0301" agreement format.

The following is a summary of issues that an intergovernmental agreement could cover. Often, intergovernmental agreements are executed after a series of meetings, research, and consideration of options, writing, and legal review.

- ***Municipal Boundary Changes:*** Intergovernmental agreements between cities and towns frequently suggest limits to long-range municipal annexation, generally in exchange for some compromises from the town. Such compromises may include the town's agreement not to legally contest any annexation petition that is within the agreed annexation area and/or to limit town development in the possible future annexation area. Where there are annexations, responsibilities for road maintenance and upgrades can be confusing or controversial. Provisions for future maintenance, upgrades, or extensions of roads are often covered in intergovernmental agreements.
- ***Utility Service Area Boundaries:*** Some intergovernmental agreements include provisions that define where public sewer services may be extended and where they may not over the term of the agreement. These areas largely define where fairly intensive urban (public sewer) growth may occur or existing rural development areas that might require sewer. Some agreements include provisions

that do not allow further intensive development with on-site waste disposal systems in such designated utility service areas. These areas may extend beyond current municipal limits, for example into areas where future municipal boundary changes are agreed to.

- ***Future Land Use Recommendations:*** Frequently, intergovernmental agreements include maps or descriptions that specify future land uses or development densities considered acceptable or unacceptable in areas that concern both communities. For example, the agreement may specify certain areas that both communities agree should remain in open space or at least maintain an open space character as limited development occurs. Some agreements also include provisions that the communities will then amend their comprehensive plans to be consistent with the future land use recommendations negotiated in the agreement, or to not amend their comprehensive plans in a manner that would be inconsistent with the agreement.
- ***Joint Economic Development Efforts:*** An intergovernmental agreement provides a potential tool to establish joint economic development or marketing efforts to the mutual benefit of each community. Some of the more innovative agreements include provisions on sharing property tax revenue from new development or mitigating tax losses resulting from annexation. For example, an agreement may include a provision specifying that participating communities would share property tax revenue from certain types of new developments (e.g., commercial or industrial). This tends to minimize competition for development, increases development quality, and equalizes municipal “winners and losers” resulting from new development. State annexation law requires a city or village annexing town land to pay the town, for five years, an amount equal to the amount of property taxes the town imposed on that area in the year in which the annexation was final. This requirement does not apply to areas where other agreements, such as a cooperative plan or intergovernmental agreement already exist.
- ***Shared Programs or Services:*** The most common types of intergovernmental agreements focus on shared services or programs between communities. The City of Baraboo currently has such agreements with the Village and surrounding Town with respect to provision of Fire and EMS services. The management of recreational lands and programs is another service that is occasionally shared across municipal boundaries.
- ***Agreement Term and Amendments:*** An intergovernmental agreement should specify the length of time that it is applicable. Twenty years is a typical timeframe (e.g., through 2025), as this corresponds with local comprehensive planning time horizons. Occasionally, agreements have provisions for automatic extensions if neither party decides to withdraw. Most agreements also include provisions for periodic review and possible amendments if both parties agree. This keeps the agreement fresh in people’s minds and allows adaptability as conditions change.

CHAPTER TEN: IMPLEMENTATION

CHAPTER TEN: IMPLEMENTATION

Few of the recommendations of this *Plan* will be automatically implemented. Specific follow-up action will be required for the *Plan* to become reality. This final chapter is intended to provide the City with a roadmap for these implementation actions. It includes a compilation of programs and specific actions to be completed in a stated sequence, as required under §66.1001, Wisconsin Statutes.

A. Plan Adoption

A first step in implementing the *City of Baraboo Comprehensive Plan* is making sure that it is adopted in a manner which supports its future use for more detailed decision making. The City has included all necessary elements for this plan to be adopted as a “Smart Growth” plan under the state’s comprehensive planning legislation. Section 66.1001(4), Wisconsin Statutes, establishes the procedures for the adoption of a “Smart Growth” comprehensive plan. The Village followed this process in adopting this *Plan*.

B. Plan Monitoring, Amendments, and Update

Once adopted, the City should regularly evaluate its progress towards achieving the recommendations of this *Plan*, and amend and update it as appropriate. This section suggests recommended criteria and procedures for monitoring, amending, and updating the plan.

1. Plan Monitoring

The City should constantly evaluate its decisions on private development proposals, public investments, regulations, incentives, and other actions against the recommendations of this *Plan*. It should be used as the first “point of reference” when evaluating these projects, which are typically decided on a monthly basis. On January 1, 2010, zoning, subdivision, and official map ordinances and decisions will have to be consistent with the *Comprehensive Plan*.

2. Plan Amendments

This *Plan* can be amended and changed. Amendments may be appropriate in the years following initial plan adoption, particularly in instances where the *Plan* is becoming irrelevant or contradictory to emerging policy or trends, or does not provide specific advice or guidance on an emerging issue. “Amendments” are generally defined as minor changes to the plan maps or text. The *Plan* should be specifically evaluated for potential amendments every three years. Frequent amendments to accommodate specific development proposals should be avoided, or else the Plan will become meaningless.

The State comprehensive planning law requires that the City use the same basic process to amend a Smart Growth comprehensive plan as it used to initially adopt the plan. This does not mean that new vision forums need to be held, or old committees need to be reformed. It does mean that the procedures defined under Section 66.1001(4), Wisconsin Statutes, need to be followed. These procedures are provided in a sidebar in the Introduction section.

As a dynamic community facing a myriad of growth issues, the City is likely to receive requests for plan amendments over the planning period. To provide a more manageable, predictable and cost-effective process, the City could consider establishing a single plan amendment consideration cycle every year or two between January and June. Modeled after programs underway in other regional communities, this approach would require that all proposed plan amendment requests be officially submitted to City prior to February 1 of each year. A full draft of the amendments would then be presented to the Plan Commission in March and April, with courtesy notices sent to the reviewing jurisdictions and agencies. The public hearing, and earliest potential action on the proposed amendments, would be scheduled for a joint

meeting of the Plan Commission and Common Council in June. This annual process would also provide a coordinated timeline for sewer service area amendments and annexation.

The City should also amend this *Plan* if warranted under any intergovernmental agreements reached with neighboring towns and/or the Village of West Baraboo.

3. Plan Update

The State comprehensive planning law requires that a Smart Growth comprehensive plan be updated at least once every ten years. As opposed to an amendment, an update is often a substantial re-write of the plan document and maps. Based on this deadline, the City should update this *Comprehensive Plan* before the year 2015 (i.e., ten years after 2005), at the latest. The City should continue to monitor any changes to the language or interpretations of the State law over the next several years.

C. Consistency Among Plan Elements

The State comprehensive planning statute requires that the implementation element “describe how each of the elements of the comprehensive plan shall be integrated and made consistent with the other elements of the comprehensive plan.” Because the various elements of this *Plan* were prepared simultaneously, there are no known internal inconsistencies between the different elements or chapters of this *Plan*.

D. Implementation Recommendations

Table 28 provides a detailed list and timeline of the major actions that the City should consider to implement this *Plan*. Often, such actions will require substantial cooperation with others, including County and surrounding local governments and local property owners. The table has four different columns of information, described as follows:

- *Category*: The list of recommendations is divided into different categories—based on different implementation tools or plan elements.
- *Recommendation*: The second column lists the actual steps, strategies, and actions recommended to implement key aspects of the *Plan*. The recommendations are for City actions, recognizing that many of these actions may not occur without cooperation from others.
- *Reference*: The third column provides the chapter(s) of this *Plan* where the recommendation is described in greater detail.
- *Implementation Timeframe*: The fourth column responds to the comprehensive planning statute, which requires implementation actions to be listed in a “stated sequence.” The suggested timeframe for the completion of each recommendation reflects the priority attached to the recommendation. Suggested implementation timeframes span the next 10 years, because the *Plan* will have to be updated by 2015.

Table 28: Implementation Strategies Timetable

Category	Recommendation	Reference	Timeframe
Detailed Planning	Prepare a Neighborhood Development Plan for the Eastside Growth Area	Chapters 4 & 7	2006 – 2007
	Prepare a Downtown Master Plan/ Redevelopment Plan and implementation strategy for the downtown redevelopment area	Chapters 4 & 8	2006 – 2007
	Prepare a statutory Redevelopment Plan and implementation strategy for the Water Street/Baraboo River corridor area	Chapters 4 & 8	2005 – 2006

Category	Recommendation	Reference	Timeframe
	Prepare a Neighborhood Development Plan for the Southwest Growth Area	Chapter 4	2006 – 2007
	Prepare a detailed neighborhood plan for the urban reserve area located west of the proposed USH 12 Bypass	Chapters 4 & 8	2007 – 2008
	Prepare an Official Map to identify and preserve future ROWs, environmental corridors, park site, bikeways, and pedestrian facilities.	Chapters 3, 5, & 8	2006 – 2007
	Conduct an impact fee study to determine public facility and infrastructure needs based upon existing conditions and in advance of anticipated development.	Chapter 6	2005 – 2006
Ordinances	Consider changes to the Zoning Ordinance to: <ul style="list-style-type: none"> Change the zoning map as advised by the Planned Land Use Map Incorporate more detailed standards for building, site, and landscaping design for multiple family, commercial, and industrial projects, or references to the standards in this <i>Plan</i>. Create the following new zoning districts: Office and/or Business Park, Planned Commercial, Planned Industrial, and Downtown Design Overlay. Adopt regulations/guidelines for Mixed Use/Traditional Neighborhood Developments. Explore opportunities to streamline the development approval processes. Adopt regulations to better address wireless facilities and emerging technologies. Codify design ordinance. 	Chapters 3, 4, 5, 6, 7, & 8	2005 – 2008
	Consider amendments to the Subdivision Ordinance to implement recommendations of this <i>Plan</i> and align with adopted zoning ordinance changes. <ul style="list-style-type: none"> Increase the acreage requirement in the agricultural district in the City's ETJ from 20 acres to 35 acres. This density will better implement the agricultural and rural character objectives of this <i>Plan</i>. This density is also consistent with the recommendations of the town plans. 	Chapters 3 & 4	2005-2010
Agricultural, Natural, and Cultural Resources	Explore with Landmarks Commission to formally designate downtown Baraboo as an historic district .	Chapter 3	2006 – 2007
	Apply for Certified Local Government (CLG) status through the Wisconsin State Historic Society	Chapter 3	2008 – 2010
	Update the City's historic preservation ordinance	Chapter 3	2008 – 2010
Land Use	Implement land use recommendations of this <i>Comprehensive Plan</i> .	Chapters 4, 6, 7 & 8	2005 and ongoing

Category	Recommendation	Reference	Timeframe
	Implement the land use recommendations of the more detailed plans advised above and intergovernmental agreements advised below	Chapters 4 & 9	2006 and ongoing
Transportation, Utility, and Community Facilities	Work with WisDOT, Sauk County, Village of West Baraboo, and surrounding Towns on pending USH 12 studies and capacity improvements.	Chapter 5	2004 – 2014
	Conduct transportation studies for the feasibility and implementation of new and expanded collector roadways.	Chapter 5	2008 – 2012
	Conduct a more detailed planning study to evaluate costs and feasibility of constructing a public safety building to serve police, fire, and EMS needs.	Chapter 5	2006 – 2007
	Construct a public safety building to serve police, fire, and EMS needs based upon the feasibility study. Remodel City Hall.	Chapter 6	2008 – 2012
	Cooperate with the School District to evaluate long term District facility needs.	Chapter 6	2008 – 2014
	Work with the Department of the Interior, the WisDNR, Sauk County, and the Town of Baraboo on the construction and maintenance of the National Ice Age Trail from Devil's Lake to the downtown to Mirror Lake.	Chapters 3, 4, 5, & 6	2005 – 2010
	Codify minimum stormwater quantity and quality requirements.	Chapter 6	2006-2007
Housing & Economic Development	Conduct inventory of all vacant, developable lots in the City	Chapters 4 & 7	2005
	Create a Tax Increment Financing (TIF) district for Water Street/Baraboo River corridor area	Chapters 4, 7 & 8	2006 – 2007
Intergovernmental Cooperation	Pursue intergovernmental agreements with the Village of West Baraboo and the Towns of Baraboo, Greenfield, and Fairfield.	Chapters 4 & 9	2005 – 2006
	Develop and implement consistent non-residential design guidelines for the existing USH 12 corridor.	Chapters 4, 5, 6, 7, & 8	2006 – 2007
	Develop and implement consistent non-residential design guidelines for the proposed USH 12 Bypass corridor.	Chapters 4, 5, 6, 7, & 8	2008 – 2014
Plan Monitoring	Monitor the pace and mix of development activity and the City's performance against this <i>Comprehensive Plan</i> , and consider amendments as appropriate.	Chapter 9	Annual review process
	Update development-related ordinances that implement the <i>Plan</i>	See above	2008 – 2010
	Update this <i>Comprehensive Plan</i>	Chapter 9	2012 – 2014

